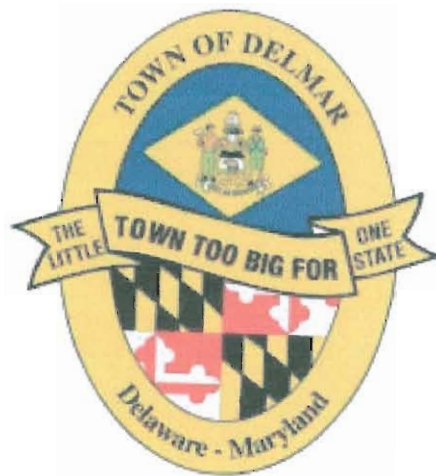


# Comprehensive Plan Town of Delmar, March 2005



# The 2005 Town of Delmar Comprehensive Plan

## TABLE OF CONTENTS

I.	Introduction	5
	A. Purpose of the Plan	5
	B. The Framework for Planning	5
	C. Legal Basis for Planning (Delaware)	5
	D. Legal Basis for Planning (Maryland)	6
	E. Composition of the Plan	8
	F. Components of a Growth Management Program	10
II.	Background for Planning	11
	A. Location	11
	B. Historical	11
	C. Natural Features	12
	D. Social and Economic Characteristics	15
III.	Statement of Goals and Objectives	22
	A. Goal	22
	B. Objectives	23
IV.	Land Use Plan Element	26
	A. Influences on Future Land Use	26
	B. Existing Land Use	26
	C. Annexation	27
	D. The Land Use Plan	28
	E. Residential Land Use	29
	F. Commercial Land Use	31
	G. Industrial Land Use	32
V.	The Transportation Plan	34
	A. Regional Growth Management and Transportation	34
	B. Transportation Facilities	34
	C. Policies	37
	D. Functional Classification System	38
	E. Level of Service	39
	F. Road Standards	42
	G. Channelization	43
	H. Circulation	43
	I. Highway Improvements	44
	J. Railroad	45
	K. Greenways	45
	L. Bicycle Facilities	47
	M. Ridesharing	47
VI.	Sensitive Areas Plan	48
	A. Sensitive Areas Recommendations	48
	B. Historic Features	53

# The 2005 Town of Delmar Comprehensive Plan

## TABLE OF CONTENTS

VII.	Community Facilities	57
	A. Recreation and Open Space	57
	B. Water Supply	61
	C. Sewer	62
	D. Fire and Police	64
	E. Schools	65
VIII.	Housing	66
	A. Policies	67
	B. Housing Deficiencies	67
	C. Recommended Actions	68
	D. Housing Programs – DE	69
	E. Housing Programs – MD	72
IX.	Comprehensive Plan Implementation	76
	A. Introduction	76
	B. Intergovernmental Cooperation	76
	C. Enforcement and Administration	78
	D. Town Council and Commissioners	78
	E. Planning Commission	80
	F. Zoning Regulations	81
	G. Development Design and Community Character	81
	H. Town Center	82
	I. Resource Protection Standards	83
	J. Highway Corridors and Scenic Roadways	83
	K. Bufferyard Performance Standards	84
	L. Development Appearance Standards	85
	M. Conclusion	88

## TABLES

Table 1	Population Counts	15
Table 2	Sex, Race, and Hispanic Population	16
Table 3	Population by Age – 2000	16
Table 4	Family Income	18
Table 5*	Employment (16 years and over)	18
Table 6	Housing Unit Type	20
Table 7	Housing Value – Owner Occupied Units	20
Table 8	Occupancy – Person/Room	21
Table 9	Units by Plumbing Facilities	21
Table 12	Existing Land Use	27
Table 13	Recommended Street Standards	42
Table 14	Public and Semi-public Recreation Areas	58
Table 15	Standards for Recreational Activity	58

# The 2005 Town of Delmar Comprehensive Plan

---

## MAPS

Map #1	Town Corporate Limits
Map #2	Street System
Map #3	Current Land Use
Map #4	Current Zoning
Map #5	Future Land Use
Map #6	Growth Area
Map #7	State Strategies
Map #8	Town-wide Map
Map #9	Sensitive Areas
Map #10	Water System
Map #11	Sewer System
Map #12	Transportation US #13 Corridor Capacity



## **I. INTRODUCTION**

### **A. PURPOSE OF THE PLAN**

The Comprehensive Plan is intended to serve as a general guide to public and private decisions for the long-term physical development of Delmar. It is also an effort to identify problems and anticipate the need for community facilities and improvements. It serves as the basis for land use regulations such as the zoning code, and attempts to set forth general policies to assist governing bodies in making decisions over the next decade.

The Town of Delmar prepared and adopted the Comprehensive Plan to address requirements of both the State of Maryland and State of Delaware. However, in doing so, the Town has outlined a framework for future growth and development that will preserve rural character, enhance economic vitality, and protect vital natural resources. Unless specifically noted, references to state imply both the State of Maryland and the State of Delaware and references to county imply both Sussex County Delaware and Wicomico County Maryland.

Additionally, many State and Federal programs place reliance entirely on the Comprehensive Plan as a basis for the provision of funds for various community improvements. It is essentially a commitment on the part of the citizens of a community in its future.

### **B. THE FRAMEWORK FOR PLANNING**

Comprehensive Planning is carried out under the authority of planning and zoning legislation adopted by the States of Delaware and Maryland. The plan was developed with the cooperation of Wicomico County, Maryland and Sussex County, Delaware and the Delaware Office of State Planning Coordination.

### **C. LEGAL BASIS FOR PLANNING (Delaware)**

Title 22, chapter 7 of the Annotated Code of Delaware is the Planning enabling legislation from which the Town of Delmar, Delaware derives its comprehensive planning powers. Title 22, chapter 3 of the Annotated Code of Delaware is the Zoning enabling legislation from which the Town of Delmar, Delaware derives its power to regulate land use. The State of Delaware requires that each municipality prepare a comprehensive development plan and that the plan be reviewed and updated every five years.

Delaware requires that a comprehensive development plan contain, at a minimum, "a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues. The comprehensive

planning process shall demonstrate coordination with other municipalities, the county and the State during plan preparation.”

Once the State has reviewed the plan and found that it meets the requirements set forth in the Delaware Code and that it is consistent with the Strategies for State Policies and Spending, the Governor certifies the plan. After a comprehensive plan or portion thereof has been adopted by the municipality in accordance to this chapter, the comprehensive plan shall have the force of law and no development shall be permitted except as consistent with the plan” (from §702(d), Title 22, Delaware Code). This status places a particular burden on the writers of the plan and the elected officials considering its adoption. The provisions of the plan define the stage for future growth and change – zoning, subdivision regulations, code enforcement, and infrastructure investment follow and implement the plan.

#### **D. LEGAL BASIS FOR PLANNING (Maryland)**

Article 66B of the Annotated Code of Maryland is the Zoning and Planning enabling legislation from which the Town of Delmar, Maryland derives its powers to regulate land use. Section 3.05 sets forth the minimum requirements for a comprehensive plan that shall include, among other things:

1. A statement of goals and objectives, principles, policies, and standards;
2. A land use plan element;
3. A transportation plan element;
4. A community facilities plan element;
5. A mineral resources plan element, if current geological information is available;
6. An element which shall contain the planning commission's recommendations for land development regulations to implement the plan; and
7. Other elements, such as a community renewal, housing, conservation, natural resources, at the discretion of the commission.

The Planning Act requires that the Comprehensive Plan include and implement the Act’s Seven Visions. These policies, stated as "visions" for the future, are:

1. Development is concentrated in suitable areas;
2. Sensitive areas are protected;

3. In rural areas, growth is directed to existing population centers and resource areas are protected;
4. Stewardship of the Chesapeake Bay and the land is a universal ethic.
5. Conservation of resources, including a reduction in resource consumption, is practiced;
6. To assure the achievement of 1 through 5 above, economic growth is encouraged and regulatory mechanisms are streamlined; and
7. Funding mechanisms are in place to achieve all other visions."

#### Sensitive Areas Requirement

The Maryland Economic Growth, Resource Protection and Planning Act of 1992 also added the requirement that the comprehensive plan contain a Sensitive Areas Element, which describes how the jurisdiction will protect the following sensitive areas:

1. Streams and stream buffers,
2. 100-year floodplains,
3. Endangered species habitats,
4. Steep slopes, and
5. Other sensitive areas a jurisdiction wants to protect from the adverse impacts of development.

#### Streamlining and Innovative and Flexible Development Regulations

The Maryland Planning Act also requires the Town's land development regulations encourage streamlined review of development applications in areas designated for growth. In addition, the Town must consider the use of flexible development regulations to promote innovative and cost saving design and protect the environment, and innovative techniques to foster economic development in areas designated for growth.

#### Consistency Requirement

There are several consistency requirements established in the Planning Act that must be considered in the process of updating the Comprehensive Plan. They are:

Regulations, such as the zoning ordinance and maps that implement the comprehensive plan, must be consistent with the policies and recommendations of the Plan and the seven

visions. Other plans, e.g., functional plans such as Sewer and Water Master Plans and Open Space and Recreation Plans, must be consistent with the comprehensive plan and its implementation regulations

State and local funding decisions, e.g., for capital improvements, should be consistent with the Plan and the seven visions. Local government construction projects involving State funds must be consistent with the comprehensive plan.

Article 66B states that the Comprehensive Plan shall contain, *"a land use plan element which shall show the proposals for the most appropriate and desirable patterns for general location, character, extent, and interrelationship of the manner in which the community should use its public and private land at specified times as far into the future as is reasonable. Such land use may include, without being limited to, public and private, residential, commercial, industrial, agricultural, and recreational land uses."* (Article 66B, §3.05)

The Zoning Map and Zoning Ordinance, as well as other implementation tools, e.g., the Master Sewer and Water Plan, should be consistent with the land use and other elements of the Plan. Areas designated in the Land Use Plan element for residential development should have sufficiently high zoning densities to permit "concentrated development" and efficient and economical use of public sewer and water facilities (existing and planned). Appropriate density ranges, location and timing of residential development should be established in the Comprehensive Plan. Business, commercial, and industrial areas should be zoned accordingly.

#### Inter-jurisdictional Coordination

Finally, the Planning Act directs local governments to coordinate their planning and development efforts with adjacent jurisdictions. The plan for the town must reflect a coordinated approach between Sussex and Wicomico counties and Delmar to address the visions contained in the Planning Act. Coordination will require a cooperative approach to planning, particularly as it relates to extension of municipal services and annexation.

### **E. COMPOSITION OF THE PLAN**

This Plan for Delmar consists of nine sections, and has in common with most Comprehensive Plans the following eight elements:

1. Background for Planning
2. Goals and Objectives
3. Land Use Plan Element – Growth and Annexation
4. Sensitive Areas Element
5. Transportation Element

6. Community Facilities Element
7. Housing Element
8. Implementation Recommendations

The following is a brief description of each of the sections included in the Delmar Plan.

- The first section is an introduction to the plan. It sets forth the general basis for comprehensive planning.
- The second section is devoted to an accumulation of information and data about the community.
- The first plan element consists of a set of Goals and Objectives. The Goals and Objectives should reflect the general consensus of the community concerning the future development of Delmar. Goals and objectives are the basis for the Comprehensive Plan.
- The Land Use Plan is intended to determine the most desirable use of land. It provides the basis for development of land use regulations, such as, the Zoning Code and Subdivision Regulations.
- The Transportation Plan provides a direction for the improvement of the transportation systems to facilitate the movement of people and material. The proposals for improvements are correlated with proposed land use.
- The Sensitive Area element addresses the environmental protection requirements in Delaware law. It provides recommendations for implement protective measures for sensitive areas.
- The Community Facilities element includes a brief report on the major community facilities and makes recommendations for the provision of additional facilities. Community Facilities include sewerage and water systems, recreation facilities and government buildings, among others.
- The Housing element seeks to identify housing needs and make general recommendations for improvement to the residential environment of the community.
- The Implementation element makes recommendations for the regulation of land use and other recommendations to achieve the objectives and policies contained in the Plan.



In addition to these elements or sections, Maryland State law requires that areas of "Critical State Concern" be identified. In the case of Delmar, the areas that have been identified are of great importance to Delmar as well as of regional and State concern.

#### **F. COMPONENTS OF A GROWTH MANAGEMENT PROGRAM**

This Comprehensive Plan provides the basic framework and direction for all components of what may be considered the Town's overall Comprehensive Planning Program. It is not a stand-alone document but is supported and, in turn, supports related Planning Program documents including:

1. Zoning Ordinance
2. Subdivision Ordinance
3. Capital Improvements Budget

These documents and others, when used concurrently, are the basis for directing and managing growth in the Town of Delmar.

## **II. Chapter 01**

### **BACKGROUND FOR PLANNING**

#### **A. LOCATION**

The Town of Delmar is an incorporated community situated on the Mason Dixon Line, at the most southerly boundary between Delaware and Maryland. Delmar lies midway between the Atlantic Ocean and the Chesapeake Bay. It is almost equally divided by State Street, a street that follows the state line. Delmar, Delaware is in the southwesterly corner of Sussex County, and Delmar, Maryland is in the north central portion of Wicomico County.

The unique position of Delmar on the boundary between Maryland and Delaware has led to the creation of two separate town charters, one from each state. Although there are two separate town governments, otherwise, in all respects, Delmar is a single, unified entity.

#### **B. HISTORICAL**

The Town of Delmar was founded in October of 1859 with the extension of the Delaware Railroad to the southern boundary of Delaware. The Mason Dixon Line was responsible for the founding of this unique bi-state town because the Charter of the Delaware Railroad Company permitted only the building of a railroad within the State of Delaware and the charter of the corresponding railroad company in Maryland permitted only the laying of railroad track within the State of Maryland. Thus, in 1859, the two respective railroads met and the Town of Delmar was born. The name of Delmar was derived for this railroad center from the states whose line it straddles - Delaware and Maryland.

The Town of Delmar grew slowly until 1884 when the New York, Philadelphia and Norfolk Railroad Co. completed a railroad from Pocomoke to Cape Charles and also established a ferry service across the Chesapeake Bay between Cape Charles and Norfolk. These new developments immediately made the Delmarva Peninsula an important link between the north and south. The Town of Delmar, being the midway town of the Delmarva Peninsula and already a railroad terminal, was the point for trains to change crews and locomotives and also a center for maintenance of the rolling equipment. As a result of these developments, there was a tremendous influx of experienced railroad men into the community and considerable extra employment was furnished local townspeople. During this accelerated rapid growth period, Delmar became a "boom town". New dwelling units sprang up all over town and new businesses were established to meet the demands of its growing population. By 1889, the population of the Town of Delmar had increased to 680 and was still growing.

In 1888, the Town of Delmar, Maryland was granted a charter by the General Assembly of Maryland. An examination of this charter and the laws of Maryland fail to reveal any mention of the twin town of Delmar, Delaware. Therefore, it could be assumed that up until this time there was very little cooperation between halves of the Town of Delmar.



The Town of Delmar was almost entirely destroyed by fire in 1892 and again in 1901. The first fire destroyed everything in its path over a ten-acre area and the second major fire was almost as destructive. In each instance, the Town of Delmar was rebuilt and continued as a flourishing town.

The first indication of any cooperation between Delmar, Maryland and Delmar, Delaware came in 1924 when surveys were conducted for a possible sewerage system for the entire Town of Delmar. The construction of the sewerage system in 1927 was considered the first joint project between the two towns in that the law provided that both towns would maintain the outfall sewer with Maryland paying the expenses and billing the Delaware side one half of all costs.

The biggest push towards abolishing the jurisdictional, legal effects of the State line came when the Lions Club voted to sponsor a project for the consolidation of the two school systems in the town. Since the town was founded, each side had its own individual school with the one in Delaware operating under the local School Board and the Maryland School operating under the Wicomico County Board of Education. This very controversial issue was bitterly contested for over three years and finally in 1949, this dream became a reality when the junior and senior high schools were consolidated into one school using the Delaware facilities. Four years later, the fourth, fifth and sixth grades were also consolidated with classes in the Maryland school. This controversial decision represented one of the greatest steps forward educationally for the town of Delmar and also towards eliminating the jurisdictional barrier between the two parts of town.

## **C. NATURAL FEATURES**

### **Climate**

The climate of the Delmarva Peninsula is influenced by the proximity of, the Atlantic Ocean and the Chesapeake Bay. This climate, often called "East Coast Marine", is distinguished as warm and humid with no distinct dry season. Summer weather is influenced by sub-tropical warm moist air moving poleward. Winter precipitation results mostly from continental air masses moving west to east, though ocean air moving west provides a warming effect.

Climatic conditions provide for a relatively long growing season of 191 days generally between the months of April and September. The average date of the last killing frost in the Spring is April 20 and the first of the Fall is October 20. Delmar's central location on the Delmarva Peninsula provides for a shorter growing season than that found nearer to the Atlantic Ocean or Chesapeake Bay.

The average annual temperature is approximately 57 °F. The month of July is the warmest month with temperatures reaching 90 °F. The coldest months occur during late January and early February with temperatures in the 20 °F. While a temperature of 0 is rare, temperatures of 32 °F or lower can be expected on about 90 days.

Annual precipitation averages about 46 inches of which 12.4 inches expected to fall as snow. Drought may occur at any time of the year, though even the drier summer months usually receive 1.2 inches of precipitation.

### **Physiography**

The Eastern Shore is of fairly recent geologic origin, resulting from a gradual decline in Sea Level. The decline in Sea Level created a number of Marine Terraces, which determine elevation and geologic age. Delmar is located on the Penholoway Marine Terrace, which ranges between 40 to 70 feet above sea level.

The relief of the Delmar area ranges from nearly level to slightly sloping with local relief provided by stream and erosion action. Located in the Wicomico River Watershed, the Delmar area drains and slopes gradually southward.

### **Ground Water Hydrology**

Approximately 50% of the annual precipitation that falls on the Lower Eastern Shore becomes ground water recharge, while the rest is lost to surface runoff, evaporation, or transpiration. The relatively permeable soils and the lack of topographic relief result in a high water table. In the wetter months when evaporation and transpiration are low, the water table often exceeds ground level, creating areas too marshy for urban use.

Ground water resources in the Delmar area are generally abundant and readily developed. The layered unconsolidated formations of sand and clay that constitute the Atlantic Coastal Plain provide the structure for the Eastern Shore's aquifer system. An aquifer is a permeable underground geological formation through which ground water flows. There are two aquifers of importance to Delmar, the Manokin Aquifer and the Naylor Mill Paleochannel. The Manokin Aquifer, at a depth of approximately 50 feet below sea level, provides a water yield of 100 to 1,000 gallons per minute. In many places, as a result of unique geologic configurations, the Manokin Aquifer may be artesian. The chemical character of the water varies widely and may be mildly acidic and/or high in iron content in places.

### **The Paleochannel**

The Paleochannel is the bed of an ancient river that lies at a depth of 100 to 200 feet below the surface. It is a channel that was scoured out of the earth in an earlier geologic age when sea level was much lower. So much water had been captured in glaciers that the shoreline of the sea was at the edge of the continental shelf 75 miles east of Ocean City. When the glaciers melted and the sea rose, the river slowed and the channel gradually filled with sand and gravel. Seventy percent of the old riverbed is filled with sand and gravel. The remainder is filled with water.

The Paleochannel is considered to have been a downstream reach of the Susquehanna River. It is in the unconfined upper sandy soil sediments; the most important aquifer in Wicomico County. The same water bearing strata is the source of Delmar's water.

The Maryland Geological Survey conducted tests in 1972 to explore the extent of the channel. Approximately ten miles of its length is known. Its easterly limits seem to disappear east of U.S. 13. There is a northerly reach that generally follows U.S. 13. Its known limits appear to be within 1 mile of Delmar. The channel lies in an east-west direction, beginning at U.S. 13 and Naylor Mill Road and running westward toward Hebron and Mardela. It is believed that the unexplored portion continues westward, under the Nanticoke River into Dorchester County and the unexplored portion east of U.S. 13 spreads out into a bay like configuration. The Maryland Geologic Survey intends to conduct further explorations.

The test well near Little Burnt Branch, which was pumped at a rate of 4,000 g.p.m., confirmed the existence of vast quantities of water. The quality of the water is satisfactory for most uses with little or no treatment.

It is estimated that the sediments forming the channel-fill deposits contain about 7 billion gallons of water of which half may be available to wells. This estimate assumes a river channel two miles long, one half a mile wide, 120 feet thick and a porosity of 30%. The total amount of ground water available for future development is water stored in the underground reservoir, rain that constantly replenishes the reservoir and water from branches and rivers that may be induced into the channel and surrounding water bearing strata when wells are pumped at high rates. Careful development of the aquifer and monitoring water in surface streams is necessary to reduce the hazard of contamination. Slow development and measurement of pumping will reveal the capacity of the aquifer and forestall possibility of drilling more wells than the aquifer can supply.

The Paleochannel represents a vast, undeveloped, natural resource that will assure nearby small towns and the metropolitan areas in Wicomico County an abundant future supply of potable water. It is in the general interest of Delmar to be aware of this resource so that future plans may include it as a prime factor in development.

*Source - Maryland Geological Survey - Bulletin 31 Part I. Hydrology of Channel-Fill Deposits Near Salisbury, Maryland by Fredrick K. Mack and Wilbert O. Thomas, Jr. Part II Exploration and Mapping of Salisbury Paleochannel, by James M. Weigle*

## Soils

The soils of the Delmar area are of the Matawan-Norfolk associations. According to the U.S. Soil Conservation Service, these soil types consist of level to gently sloping, moderately well-drained to well-drained, generally sandy, upland soils that have a subsoil of fine, sandy, clay loam.

The Matawan-Norfolk Associations are composed of several soil groups of similar material and origin. The Delmar area is composed of essentially two soil types, approximately 70% Matawan and 30% Norfolk. The soils generally are well suited to nearly all the common crops, but full production requires intensive management.

The Norfolk soils have few or no limitations that affect their use for disposal of sewage from septic tanks; however, the Matawan soils have severe limitations for septic fields due to seasonally high water tables.

Approximately 70 percent of the Delmar area have severe limitations for septic fields; the remaining 30 percent have only slight limitations.

## D. SOCIAL AND ECONOMIC CHARACTERISTICS

### Population

The town of Delmar, since the 1950s, has experienced a gradual decline in total population (See Table 1). Prior to the 1950s, Delmar was rapidly growing with a 13 percent increase in population between 1940 and 1950. However, by 1960, Delmar, Delaware and Delmar, Maryland decreased in population; total decrease in population was 118 people or 5.03 percent of the total population. Between 1960 and 1970, Delmar again decreased in total population, losing 91 people or 4.08 percent of the total population. That trend reversed in the 1970s and 1980s. Delmar experienced a small population increase from 2,134 in 1970 to 2,392 in 1990. The largest portion of this population increase occurred in Delmar, Maryland. Over the course of the 1990s, Delmar experienced its highest level of growth since the 1940s, with a population increase of 37 percent.

Table 1 - Population Counts

	1930	1940	1950	1960	1970	1980	1990	2000
Delmar, MD	1,180	1,184	1,328	1,291	1,191	1,238	1,430	1,859
Delmar, DE	***	881	1,015	934	943	942	962	1,407
Total	1,180	2,065	2,343	2,225	2,134	2,180	2,392	3,266
Change		885	278	-118	-91	46	212	874
Percent Chg		75%	13%	-5%	-4%	2%	10%	37%

Source: US Census 1930-2000



Females made up 55 percent of the population in Delmar in 2000 (See Table 2). Whites composed 74 percent of the population and blacks 21 percent.

The term Hispanic does not refer to a person's race, but instead their origin. The origin can be viewed as the heritage, nationality group, lineage, or country of birth of the person or the person's parents or ancestors. In the year 2000, 3 percent of the residents of Delmar categorized themselves as Hispanic.

The population of Delmar, Delaware is somewhat older than the population of Delmar, Maryland (See Table 3). The median age in Delmar, Delaware was 5.6 years older than Delmar, Maryland and 21 percent of the Delmar, Delaware population was 65 years or older in 2000 as compared to 10 percent in Delmar, Maryland.

Table 2 - Sex, Race, and Hispanic Population

	MD	DE	Total	Percent
ALL PERSONS	1,859	1,407	3,266	100%
SEX				
Male	842	620	1,462	45%
Female	1,017	787	1,804	55%
RACE				
White	1,372	1,052	2,424	74%
Black	395	293	688	21%
Other Race	92	62	154	5%
HISPANIC				
Hispanic Origin	59	30	89	3%
All other ethnicity	1,800	1,377	3,177	97%

*Source: US Census 2000*

Table 3 - Population by Age - 2000

	MD	DE	Total
All Persons	1859	1407	3266
Under 5	157	120	277
5 to 9	162	104	266
10 to 14	173	95	268
15 to 19	147	86	233
20 to 24	129	69	198
25 to 34	247	180	427
35 to 44	313	186	499
45 to 54	216	139	355
55 to 59	69	84	153
60 to 64	61	45	106
65 to 74	100	118	218
75 to 84	64	117	181
85 years and over	21	64	85
Median age	31.7	37.3	

## Population Projections

The 1975 Delmar Comprehensive Plan projected that the 1990 population of the town would be 2,223. That projection was very close in anticipating growth of the town. An estimate of the 1994 population of Delmar, Maryland, prepared by the county using US Census information and planning and zoning estimates, was 1,576 or approximately a 2.3 percent annual increase in the four years since 1990.

Population projection provides a means to anticipate future growth and to reflect such growth into a planning program. It should be noted that population projection is precarious science. The location of a major industry, a large-scale subdivision, or other unforeseeable events can cause relatively large changes, especially when the field is so small. Current forecasts indicate the population of Wicomico County is expected to continue through 2010 at a rate ranging from 12 percent to 16 percent per decade as evidenced in the past. The Delaware Population Consortium estimates that Sussex County will grow by 24 percent in the next decade.

If the assumption is made that Delmar, Maryland will grow at the same rate as Wicomico County, and Delmar, Delaware will grow at the same rate as Sussex County, then population projections can be made. Delmar, Delaware would grow to a population of 1745, and Delmar, Maryland would grow to a population of 2156 by the year 2010. Those numbers combined show that Delmar would have a population of 3901 people in the year 2010.

## Income

The per capita income for Delmar, Maryland was \$13,821 in 2000. It was slightly higher in Delmar, Delaware, where it was \$15,060. This is substantially lower than the per capita income is in both the State of Delaware (\$23,305), and State of Maryland (25,614). The per capita income may reflect the over 65 age population of the town and the number of retired persons living in both sides of town. The 65 and older population accounts for approximately 15 percent of the town's population.

Median Family income (Table 4) levels for Delmar are \$31,991 in the Maryland portion of the town, and \$35,521 in the Delaware portion of town. Approximately 13 percent of the population in Delmar is classified under poverty status. This figure represents a 5 percent decline from the 1970 census figures.

Table 4

	Family Income	
	Delmar, Delaware	Delmar, Maryland
Income	329 Families	445 Families
Less than \$10,000	21	45
\$10,000 to \$14,999	21	44
\$15,000 to \$24,999	65	74
\$25,000 to \$34,999	55	86
\$35,000 to \$49,999	47	65
\$50,000 to \$74,999	86	89
\$75,000 to \$99,999	15	18
\$100,000 to \$149,999	19	20
\$150,000 to \$199,999	0	0
\$200,000 or more	0	4
Median Family Income	\$35,521	\$31,991

Source: US Census 2000

### Employment and Industry

Employment and labor force statistics have not been tabulated for Delmar; however a fairly accurate cross-section of employment by industry may be estimated for Delmar using 2000 Census information. As shown in Table 5, the primary sources of employment are retail trade; educational, health and human services; manufacturing; and construction.

Table 5 - Employment (16 Years and Over)

Industry	MD	DE	Total	%
Employed persons	853	582	1435	100%
Agriculture, forestry, fisheries, and mining	6	5	11	1%
Construction	96	58	154	11%
Manufacturing	122	83	205	14%
Wholesale trade	47	28	75	5%
Retail trade	183	106	289	20%
Transportation and warehousing, and utilities	20	29	49	3%
Information	10	15	25	2%
Finance, insurance, real estate, and rental and leasing	29	21	50	3%
Professional, scientific, administrative, and waste management	58	46	104	7%
Educational, health and social services	121	121	242	17%
Arts, entertainment, recreation, accommodation and food services	69	37	106	7%
Other services	53	17	70	5%
Public administration	39	16	55	4%

Source: US Census 2000



Employment and labor force statistics based on the 2000 census data indicate that Delmar had approximately a 3 percent unemployment rate for the town with approximately 65% calculated as being in the labor force. The unemployment rate was slightly lower on the Delaware side (2 percent), than in the Maryland portion (4 percent). The overall unemployment rate for Delmar was down from the 1990 rate of 5 percent.

The existence of a good labor supply and close proximity of the railroad make Delmar attractive to industrial development. Existing industry is diverse, though heavily dependent on semi-skilled and unskilled labor.

Delmar is a major rail classification center. As such, industries in the area have the advantage of low car transfer costs and many are large rail users. This generates a number of town problems such as rail traffic disrupting highway traffic at crossings and heavy truck traffic generated by rail-using industries. There are other advantages to locating in the Delmar area. Being centrally located on the Delmarva Peninsula with access to major highways Route 13 and Route 50. Delmar is in easy reach of major markets. In addition, both Maryland and Delaware have aggressive policies for attracting industry, including low corporate taxes, 100 percent financing, employee training programs, close proximity to Universities and Community Colleges, and in Delaware no sales tax.

Principal employers in the Delmar area include:

- Delmar Middle Senior High School
- Delmar Elementary School
- Delmarva Aluminum Co.
- Chancellor Care Nursing Home
- Allen Grain
- Food Lion
- Aero Fuel
- Triglia Transportation
- Concrete Building System, Inc.
- Crystal Steel Fabricators, Inc.
- American Casein
- Saturn of Salisbury
- Widgeon Enterprises, Inc.

## **Housing**

In 2000, there were a total of 1379 housing units in the Town of Delmar. Single family housing was approximately 61 percent of the total housing units (See Table 6) and approximately 55 percent of units are owner occupied. There were a total of 566 renter occupied units. Two hundred and ninety-three (293) of these units are located in the Chestnut Manor Apartments (88

units), State Street Station (28 units), Concord Apartments (12 units), Delmar Crossing (107 units), Golden Meadows (34 units), and Country Meadows (24 units).

The vacancy rate provides a reasonable selection of housing suitable to family needs and income levels. The renter vacancy rate in Maryland was 5.5 percent in 2000. The homeowner vacancy rate was 5.2 percent in 2000. On the Delaware side the rental vacancy rate was 9.5 percent the homeowner vacancy rate was 1.6 percent.

Approximately 75 percent of the housing fell between the value of \$50,000 and \$99,999 (See Table 7). The median value of housing in the Delaware portion of the town was \$78,600, which was significantly higher than on the Maryland portion of the town where the median value was \$66,600. There was less of a difference in rental prices between the two sides of town, in Delaware median gross rent was \$440 and in Maryland \$480. The current development plans of single and multiple family housing on both sides of town will help ensure that adequate housing will be available for a diverse range of needs.

In 1993, the Maryland Commission and the Delaware council amended the Zoning code to prohibit the future conversion of single-family houses into multifamily housing units in R-1 and R-2 residential districts. These restrictions were intended to help maintain the single-family atmosphere of those districts and to provide development of multifamily housing in more appropriate areas of the town.

Table 6  
Housing Unit Type

	DE	MD	Total	%DE	%MD	% Total
Single-family	346	496	842	59%	62%	61%
Multi-family	147	247	394	25%	31%	29%
Other (mobile homes)	89	54	143	15%	7%	10%
Total Housing	582	797	1379			

Source: US Census 2000

Table 7  
Housing Value – Owner Occupied Units

	MD	%	DE	%
Less than \$50,000	57	20%	16	7%
\$50,000 - \$99,000	217	76%	175	75%
\$100,000 - \$149,999	8	3%	32	14%
\$150,000 +	4	1%	10	4%

Source: US Census 2000

Two indicators of overall housing condition are persons per room and plumbing facilities. There were a total of 43 units, or about 3 percent of the total housing stock in which there was 1.01

person per room or more, and indication of crowding (see Table 8). There were a total of 5 units that lacked one or more basic plumbing facilities (see Table 9). This represents less than 1 percent of the total housing stock.

Table 8  
Occupancy – Person/Room

	MD	DE
1.00 person or less	688	518
1.01 persons or more	22	21

*Source: US Census 2000*

Table 9  
Units by Plumbing Facilities\*\*

	MD	DE
Total units with all	705	539
Total units lacking 1 or more	5	0

*Source: US Census 2000*

\*\* Units with all plumbing facilities have all the following: hot piped water, flush toilet for household only, and a bathtub or shower for household only.

### **III. Chapter 02**

## **STATEMENT OF GOALS AND OBJECTIVES**

#### **A. GOAL**

1. The people of Delmar aspire to create a community, through a plan for its long term development, that will:
2. Foster the quiet enjoyment of residents in their homes;
3. Provide a better place for the pursuit of social, recreational and civic activities;
4. Renew older and encourage new residential development in order to attract new citizens to the community;
5. Make provision for the necessary recreational facilities and other amenities that make an attractive residential community;
6. Firmly establish a sense of community spirit and civic pride;
7. Promote the development of safe, decent, and sanitary housing, in a variety of housing types, in attractive neighborhoods, in order to assure a wide selection of housing, within the means of families, to meet varied family housing needs;
8. Promote the achievement of the "Visions" contained in the Maryland 1992 Planning Act;
9. Work to achieve the Strategies for State Policies and Spending and Livable Delaware;
10. Ensure new development, both housing and commercial to meet the needs of the community;
11. Continue to provide incentives to revitalize the downtown district;
12. Continue to develop creative economic incentives for business and industry.

The plan will recognize the need for increased opportunities to work and earn a living, and promote industrial development within and near Delmar, where such development will not impair or make secondary the primary goal of making Delmar an attractive residential community.

## **B. OBJECTIVES**

To the ends established in the Goal statement above, the Town sets forth the following objectives:

### **Land Use**

1. Preserve and protect existing and new residential neighborhoods from encroachment by traffic, and by commercial and industrial activities that may adversely affect them.
2. Promote the best use of land for residential, commercial and industrial development.
3. Provide suitable areas for shopping, and adequate facilities for recreation, public services and civic affairs.
4. Establish land use relationships, which offer healthy, convenient and efficient living and working arrangements.
5. Promote optimum efficiency in land use.
6. Reserve the most appropriate land in sufficient quantity for residential, commercial, and industrial development, as well as for recreation purposes, and public facilities for the foreseeable future.
7. Achieve through preservation of historic sites, the retention of open space, and conservation of natural features, a sense of continuity and grace.

### **Transportation**

1. Coordinate transportation decisions regionally and locally.
2. Provide for the easy, efficient movement of people and goods.
3. Reduce dependence on auto use, especially drive-alone vehicle use during the morning and evening commute hours.
4. Achieve efficient use of energy in transportation.
5. Develop a clearly defined classification system of streets and highways, with different segments serving different, but coordinated functions.
6. Keep through traffic out of residential neighborhoods and other concentrated areas of similar land uses.

7. Reduce on-street parking in residential and commercial areas.
8. Provide an efficient transportation system with minimal Town expense.
9. Reduce through truck traffic volume on Delmar streets.
10. Work to develop alternative traffic routes through the community.
11. Provide a balance of transportation facilities meeting the needs of Delmar.

### **Sensitive Areas**

1. Preserve the natural resources and features of Delmar and the surrounding environs to insure a balance between development and the need to protect natural resources or sensitive features.
2. Minimize adverse impacts on water quality (including ground water) that result from high nutrient loadings or pollutants in runoff from surrounding lands or from pollutants that are discharged from structures and to conserve fish, wildlife, and plant habitats in the Town by protecting stream corridors.
3. Assess future development proposals in light of the site physical suitability to accommodate development while protecting natural resources and features.
4. Provide specific protection measures for the following areas: 1) Streams and stream buffers, 2) 100-year floodplains, 3) endangered species habitats, and 4) steep slopes. Although Delmar currently does not have these natural resources in its corporate limits, the Town will take protective measures if it annexes property that includes sensitive natural resources.

### **Community Facilities**

1. Provide educational facilities adequate in size to handle the anticipated enrollment in their service area and strategically located so as to minimize travel distance.
2. Combine, whenever possible, school and recreation sites in order to provide benefits of safety, convenience, and economy.
3. Provide adequate recreation areas for all age groups within reasonably close proximity to concentrations of residential development.
4. Protect the health, safety, and welfare of all the people residing in Delmar by maintaining and/or providing adequate water and sewerage systems.
5. To ensure all public buildings and Park facilities are accessible to accommodate the population of groups that live with physical challenges.



6. Insure that the community is adequately served by a variety of facilities suiting the desires and needs of all citizens.
7. Assure that community facilities are placed so that they guide development.
8. Seek to provide a full spectrum of community facilities in a most efficient and effective manner.

### **Housing**

1. To ensure that all housing receives a proper and equitable delivery of public facilities and services.
2. To assure that housing concerns and needs become an integral component of the community planning and management process.
3. To encourage the upgrading of substandard housing to desirable levels and to retard deterioration causing factors.
4. To adopt regulatory measures to prevent existing housing deterioration and to encourage sound housing in the future.
5. Preserve housing in good condition from replacement by other uses or public facilities unless a greater public need would be served by such action.
6. Provide increased housing, particularly in the downtown area for small families, including the elderly, semi-retired, and other families with no children.
7. Encourage families seeking affordable housing to consider community reinvestment of older, abandoned property.
8. Encourage continued maintenance and upkeep of existing housing and stimulate the replacement or removal of housing that becomes unfit for human habitation.
9. Protect residential zones from incompatible activities and land uses to create comfortable and safe living environments.
10. Provide a balanced housing stock with housing opportunities for all Town residents.
11. Improve housing conditions for all the Town's residents, especially the disadvantaged and elderly populations.



## **IV. Chapter 03**

### **LAND USE PLAN ELEMENT**

#### **A. INFLUENCES ON FUTURE LAND USE**

The future growth and development of Delmar will be affected, to a greater or lesser degree, by several external influences. It will be to Delmar's advantage to recognize trends and develop policies, which make the most of and reflect these externalities.

First among the various external influences will be a general trend by Wicomico and Sussex Counties to conserve rural areas for agricultural pursuits. There is recognition by farmers and others at state and local levels that policies and land use restrictions are needed to prevent loss of usable farmland to urban development. Future development policies and land use decisions by these counties will increasingly reflect this growing concern and development will be encouraged to occur in or adjacent to existing urban areas and small towns. This theme of protecting rural agriculture areas and concentrating growth in designated growth areas appears in the recommendations of the Wicomico County Quarter Century Report, *New Directions for a New Century*, presented to the County Council in August 1995. This theme is also contained in the Visions in the 1992 Maryland Planning Act that states as Vision 1, "Development is concentrated in suitable areas," and as Vision 3, "in rural areas, growth is directed to existing population centers and resource areas are protected." The Strategies for State Policies and Spending, the Livable Delaware agenda, and the Sussex County Comprehensive Plan also recognize the need to focus future development around existing urban centers. The immediate areas surrounding Delmar, in the Sussex County Comprehensive Plan is identified as either Town Center or Development Districts.

Second, the Salisbury area is expected to continue as the focal point of growth on the Eastern Shore. The increase in activity in Salisbury will engender increased growth in nearby Delmar. In fact, Delmar has been identified as part of the core development zone for Wicomico County.

Third, there is an increasing number of Federal and State programs to supplement financing of public facilities. By taking advantage of such funding, towns commit themselves to providing a full compliment of public services, which in turn attract additional growth.

#### **B. EXISTING LAND USE**

In order to become familiar with the existing land development patterns in Delmar, and its environs, a land use survey was conducted in 2004. Fourteen categories of land use were noted. The results of the land use survey are summarized in Table 12.

Table 12  
**EXISTING LAND USE**  
**2004**

<b>Land Use</b>	<b>DE Acres</b>	<b>Percent</b>	<b>MD Acres</b>	<b>Percent</b>	<b>Total Acres</b>	<b>Percent</b>
Agricultural	56	11.7%		0.0%	56	8%
Commercial	46	9.6%	13	5.1%	59	8%
Forestland	69	14.5%		0.0%	69	9%
Industrial	4	0.8%	15	5.9%	19	3%
Institutional	29	6.2%		0.0%	29	4%
Mix Use	1	0.1%		0.0%	1	0%
Mobile Home	28	5.8%		0.0%	28	4%
Multi-Family	17	3.6%	11	4.3%	28	4%
Recreational	9	1.8%	24	9.4%	33	4%
Retail	11	2.4%		0.0%	11	2%
Single Family	82	17.2%	107	42.0%	189	26%
Transportation	14	2.9%	60	23.5%	74	10%
Utility	1	0.3%		0.0%	1	0%
Vacant	110	23.2%	25	9.8%	135	19%
<b>Total</b>	<b>477</b>	<b>100.0%</b>	<b>255</b>	<b>100.0%</b>	<b>732</b>	<b>100%</b>

\*Acreage and percentages are rounded. 0% represents less than 1%.

In addition to the land area included in the survey results presented in Table 12, the Town of Delmar, Maryland recently completed the eastside annexation, incorporating an additional 250 acres into the Town. The land includes property zoned for community business, R-1 residential, R-2 residential, R-3 residential, light industrial, and office and service.

### **C. ANNEXATION**

Future annexations should be of sufficient size to allow for proper planning of land use and community facilities. Annexations should be in accordance with a predetermined policy, which permits smaller areas to be annexed as a part of an overall pattern. Smaller area annexations should also be undertaken to clarify boundaries and to prevent "enclaves" from occurring.

Financial considerations play the paramount role in determining the course of future annexations, both from the standpoint of the Town and its current residents and prospective Town residents in the area proposed for annexation. The Town assumes considerable obligations to supply basic Town services to these areas as they develop. Unless development occurs within the areas immediately adjacent to existing development, public funds are wasted in attempting to service remote and scattered clusters of development. Financial policy is equally important to public policy criteria for annexation and for resolving practical problems for people living in future Town areas.

To avoid Town-County conflicts, which might result from development and community facility improvements, the following broad annexation objectives are presented to establish guidelines for future annexation efforts.

1. The primary purpose of future annexation efforts should be to provide existing residents and future citizens of the area with the public facilities and services necessary for protection of health and property.
2. Proposed annexation areas should be economically self-sufficient and should not result in larger municipal expenditures than anticipated revenues, which would burden existing Town residents with the costs of services or facilities to support the area annexed.
3. The costs of providing roads, utilities, parks, and other community services shall be borne by those people gaining the most value from their existence through income, profits or participation.
4. Although, annexation areas in some places slightly exceed the development district in Sussex County's Comprehensive Plan, the Town recognizes that the County is updating its' Plan within two years, wherein, we hope to make the changes at that time.

Use of these guidelines for future annexations should result in the expansion of the Town at a pace and manner, which provide the maximum benefits of service at the lowest possible costs. Assurance is also extended to existing Town residents that new additions to the Town will be in accordance with long-range public policy.

The Land Use Plan Map shows areas of consideration for annexation during the Planning Period. These future growth areas are serviceable by the Town within the planning horizon, and offer opportunities for the Town to direct the future pattern and scale of development along its edges.

Annexation Procedures can be found in the Town Charter at [www.town.delmar.md.us](http://www.town.delmar.md.us). In addition to the charter, state regulations apply.

#### **D. THE LAND USE PLAN**

The Land Use Plan concerns itself with the most favorable use of land by public and private development, leading toward establishment of a pattern of land use that reflects community goals and objectives, and will promote orderly growth and development. To achieve this purpose, the planning study area is divided into general land use categories showing what land and how much of it may be desirable to reserve for certain kinds of land use. Additional zoning areas and codes should be developed to further clarify appropriate land use and maintain a clear guide to development.

## **E. RESIDENTIAL LAND USE**

### **Objectives**

1. To protect existing and newly developing residential neighborhoods from encroachment by commercial and industrial activity that may adversely affect them.
2. To prevent scattered residential development in order to permit greater efficiency in the provision of urban services.
3. To improve the quality of residential areas through the establishment of adequate living space appropriate for each type of dwelling in terms of standards for intensity of development.

### **The Residential Land Use Plan**

The primary goal of the Comprehensive Plan is to place emphasis on development of Delmar as a thriving residential community. Future development, whether industrial, commercial or residential, will be greatly influenced by the quality of the residential setting provided by Delmar. The following recommendations relating to intensity of development of residential areas are intended to provide a standard, to guide future residential development in conformance with the goals and objectives established in this plan and in a way acceptable to the people of Delmar. Residential land use is divided into three classifications of intensity of development:

- (1) Medium density areas with minimum residential lot size of 7,000 to 9,000 square feet;
- (2) Low density areas with minimum half acre lots; and,
- (3) Rural-agricultural areas consisting of farm and farm related dwellings.

#### Medium Density

Many areas within the Town of Delmar are subdivided into very small lots. In order to increase lot size gradually in these areas, larger lot sizes are recommended. In the central portion of Delmar, lots are extremely small and a minimum lot area of 7,000 square feet is recommended. In other portions of Delmar, a minimum lot area of 9,000 square feet is recommended in recognition of the general size of lots now in existence.

#### Low Density

Areas outside the Delmar corporate limits must be developed according to Wicomico County Health Department regulations or Sussex County zoning and subdivision regulations. When annexation is imminent or impending, residential density should be based on the characteristics of existing development in the area or of adjoining areas.



It would be advantageous to Delmar to annex land prior to development. This policy would permit development to occur at a higher density than otherwise possible for the more efficient and economical provision of public facilities and urban services.

Low-density residential development is recommended to be on land in close proximity to the present day corporate limits. In such areas, residential development will be close enough for efficient, logical extension of services, and be convenient to shopping, recreational, cultural and other public facilities in town.

It is recommended that additional residential development occur in close proximity to the north, south and east of the corporate limits. In general, substantial residential development is not recommended on the west for two reasons; first the railroad acts as a barrier separating and isolating one section of town from another, and second it will be uneconomical to provide necessary urban services. (Please see map - Areas to be given priority for annexation).

#### Rural-Residential

Much of the outlying portion of the Delmar Planning Area is dominated by agricultural pursuits, with a few scattered isolated residential dwellings. It is recommended that additional residential development, not farm related, be discouraged from these areas. More intensive development would lead to scattered residential development requiring public services which would be difficult, expensive and inefficient to deliver (i.e., solid waste collection, police and fire protection, etc.). In addition, soils in these agricultural areas have severe limitations for septic tank absorption fields; more intensive development could have a long-term effect on water quality and the public health of the entire planning area.

In summary, it is recommended that outlying areas be devoted to agricultural use. Residential development that does occur should be related to agriculture.

#### Apartments

Apartments are generally smaller than conventional homes and make more efficient use of land. Therefore apartment development may occur at a higher density and it is recommended that apartment developments occur at a density not to exceed 10 units per acre, excluding internal streets and drives needed to serve them.

It is recommended that specific areas be delineated and set aside for apartment developments in the zoning code to permit flexibility in selection of sites, however, zoning regulations should provide standards to assure greatest compatibility with surrounding development. It is further recommended that a joint policy be developed with both Counties (Wicomico & Sussex) prohibiting apartment development and manufactured housing in the Delmar area without public sewer and water or annexation.

## **F. COMMERCIAL LAND USE**

### **Objectives**

1. To maintain and revitalize the downtown area's Central Business District.
2. To relate future development to major thoroughfares, and simultaneously preserve the functional ability of those thoroughfares.
3. To promote clustering of commercial activity as opposed to strip commercial development.
4. To provide, at existing commercial districts in Delmar, areas for neighborhood convenience-shopping using a Town Center approach rather than strip type development.
5. To emphasize safety, convenience, and attractiveness in all commercial developments.

### **The Commercial Land Use Plan**

This Land Use Plan has set aside more than sufficient land for new commercial activity. Areas recommended for commercial land use were chosen on the basis of optimal location on a long-term basis rather than on immediate site demand. The immediate focus of Delmar should be on revitalizing existing commercial areas, especially the Central Business District.

Land areas proposed for commercial or business use may be described by two general land use categories Central community business and highway commercial.

### **Central Business District**

The Central Business District is an area, although not sharply defined, provided with good access via State Street, is centrally located, and functions as the focal point of commercial activity in Delmar. Currently, this area is confronted with several severe problems that contribute to its apparent decline. Among these are physical decay, some difficulty in traffic movement due to narrow streets, inadequate parking, and the close proximity of incompatible uses. A symptom of the need for a concerted improvement effort is the number of vacant stores in the area.

Because of the importance of the Central Business District as the focal point of Delmar's commercial activity, it is necessary that a concerted effort be made to revitalize the area to prevent further decline at the center of town. It is recommended that a Central Business District Committee be formed to develop a plan of action to improve and rehabilitate Delmar's Central Business District by providing off-street parking, improve traffic movement, provide street directional signs, rehabilitate buildings or properties, and other necessary actions.

## **Highway Commercial**

Highway commercial is a land use category that recognizes the space needs of some commercial activities which cater to the motoring public; and therefore require sites with adequate access to major highways; i.e. restaurants, motels, auto dealers, repair shops, service stations, etc. This plan recognizes those areas that have developed in strip commercial fashion, but recommends that such development in the future occur in clusters or groupings. Groups or clusters of commercial development are more efficient to serve, reduce traffic hazard by confining traffic movements to an area that may easily be controlled and expose less commercial activity to nearby, essentially incompatible residential development.

Appropriate regulations should be developed to provide for off-street parking, sign control and landscaping or buffering to protect nearby residential areas.

Most highway commercial activities will require public sewerage and water mains, and should be carefully evaluated as to their impact on the capacity of the systems and other priorities. A policy requiring annexation prior to extension of public services should prevail.

## **G. INDUSTRIAL LAND USE**

### **Objectives**

1. To provide a variety of attractive, safe, and convenient sites that are suitable for industry in terms of size, location, physical characteristics, and accessibility.
2. To require buffering and suitable standards as a means to control undesirable influences or adverse effects of potential industrial development on surrounding areas.

### **The Industrial Land Use Plan**

Considerably more land than may be needed in the near future is set aside for industrial development, however, because industrial operations require special sites and conditions there is a need to reserve these areas, and prevent encroachment by incompatible uses. Existing industrial development is situated along the Penn Central railroad. The railroad is the main factor influencing location of industry in the Delmar area. Industrial development located along the rail line is an appropriate land use. However, land along the rail line near and in town should be limited to development that does not produce excessive smoke, odor, or noise, or generate heavy truck traffic, because of its close proximity to residential neighborhoods. The industrial section of the Land Use Plan describes two categories light industrial and heavy industrial land use.



## **Light Industrial**

Light industrial activity includes processing, manufacture or assembly of soft or non-durable goods, often confined to one building. They have few objectionable external effects, are labor intensive, the unit value of the product is high, and require smaller functional sites.

While light industrial development is incompatible in residential areas, with proper site treatment, it would be suitable for an in-town location. It is proposed that only light industrial uses be permitted in close proximity to residential development. It is recommended that zoning regulations be adopted to insure that light industrial developments are adequately buffered from adjoining uses and that external effects, i.e. noise, odor, traffic, etc. are minimal.

## **Heavy Industrial**

Heavy industrial activity includes handling or storage of bulk commodities, manufacture or storage of potentially hazardous materials. Heavy industrial activity is often characterized by a need for large sites, not only because these activities are not entirely confined to buildings, but because their operation is often accompanied by objectionable external effects such as noise, odor, dust, smoke, vibration, glare, and unsightly outdoor storage.

The Land Use Plan proposes that heavy industrial development occur on large outlying sites adjacent to the railroad tracks. Such sites should be removed from residential area and have good access to the major highways. Zoning regulations should establish standards to evaluate proposed industrial uses and insure compatibility with the surrounding vicinity. This plan does not contemplate the extension of sewerage or water mains, except for minor service lines, to industries locating in the heavy industrial district for processing or manufacturing purposes or treatment of industrial waste because of the difficulty of extending service to these areas and because a single industry often requires 40 to 60 percent of the capacity of a treatment system, leaving little or no capacity in the system to accommodate other kinds of development. The extension of water mains northward along Bi-State Blvd. to serve residential areas to the west should provide adequate hydrants and water capacity to afford fire protection to adjoining industrial development on the west.

## **V. Chapter 04**

### **THE TRANSPORTATION PLAN**

#### **A. REGIONAL GROWTH MANAGEMENT AND TRANSPORTATION**

The movement of people and goods is an important concern in any community's growth plan. To provide a safe and efficient transportation network with minimal disruption of the area can sometimes be difficult to achieve. The Transportation Plan must be closely coordinated with other elements of the Plan to assure that transportation plans and policies complement and promote those of other sections.

Too often, transportation planning begins in reaction to a problem. The Maryland Comprehensive Plan and the Planning Act of 1992 suggest that a proactive approach to mobility issues is needed. Wicomico County and the municipalities need to plan in a manner that defines a coordinated, evolutionary approach toward achieving less reliance on driving alone in the future, in order to enhance the choice, mobility and quality of life for all citizens. Considering the nature of the major routes through Delmar, these considerations should be made for both sides of the community.

#### **B. TRANSPORTATION FACILITIES**

Several facilities, highways, streets, and rail lines, make up the basic transportation system in and around the Town of Delmar. The predominate modes of transport are automobile, truck and train. These modes are expected to continue to dominate travel throughout the time frame of this Plan.

##### **The Regional Transportation System Highways**

The Town of Delmar is served by both highway and rail systems. U.S. 13, a major north-south regional highway, borders Delmar on the east. East-west DE 54 and north-south Route 13A serve as links to towns, communities and the Atlantic coastal beaches. U.S. 50 connects with DE 54 west and US 13 south. US 50 is the major connection between the Delmarva Peninsula and the Baltimore-Washington areas. US 13 connects Wilmington to the north and Norfolk to the south. Route 13A (MD 675) and DE 54 are known as Bi-State Blvd. and State Street, respectively, connecting with the towns of Laurel, Seaford, and Mardela Springs. They intersect at the center of town dividing Delmar into quadrants.

A regional line of Norfolk Southern traverses north and south through the center of town. The Town of Delmar was founded as a rail transfer and classification center for the Delmarva Peninsula railroads. Rail traffic has been on the decline since the 1940's because truck transportation is often cheaper and more convenient. Although reliance on the railroad has decline, rail transportation remains potentially important for future economic considerations.

The Salisbury-Wicomico Airport is the closest regional airport. The airport provides commuter service to Baltimore -Washington International, National Airport, and Philadelphia International Airports. Flights are scheduled throughout the day and on weekends. The Salisbury-Wicomico Airport is the second largest airport in Maryland. Currently the airport is served by a Flight Service Center operated by the Federal Aviation Administration.

Some problems that seriously impair the residential quality of Delmar, and hamper the movement of local traffic are created by the regional highway system. The primary problem is the high volume of truck traffic passing through town. It is caused by the fact that trucks of local origin must use minor regional highways that pass through the center of town, to reach major regional highways. This situation is aggravated by trucking that uses DE 54 as a short-cut between U.S. 50 and U.S. 13, and further aggravated by trucking that passes through town to avoid weigh stations on U.S. 13.

### **Corridor Capacity Preservation**

Delaware's Corridor Capacity Preservation Program (CCPP) contains strategies and information that advance policies adopted by the Cabinet Committee on State Planning Issues. The program outlines how the state seeks to preserve the roads we already have, improve safety, and focus development toward areas where infrastructure already exists. It assists landowners, developers, businesses, legislators and others in understanding the goals, objectives, and preservation techniques DelDOT is using to retain capacity on Delaware's major highways, particularly those that serve predominantly statewide and/or regional travel. The Corridor Capacity Preservation Program affects Route 13 and a plan was developed with DelDOT and the Town that shows how access will be managed along Route 13 in the Delmar area.

1. Encourage completion of DelDOT identified road and intersection improvement project at Route 13 and within the Town and surrounding area.
2. Better integrate US Route 13 into the life of the Town through reevaluating traffic flows. Intersection improvements and design streetscape projects which can be combined with infrastructure improvements.
3. Work with surrounding municipalities, Sussex County, and DelDOT on planning for road and other transportation improvements.
4. The Town should work with DelDOT to define a Five Year Capital Improvement Program for Transportation Projects.
5. Maintain and upgrade Town streets and parking areas as necessary.

Corridor Capacity Preservation Program policies advocate land use and transportation plans working together toward the goal of creating a more Livable Delaware, even as we continue to pursue the economic development that brings jobs and vitality to our state.



### Goals of the Program:

- MAINTAIN a road's ability to handle traffic safely and efficiently
- MINIMIZE the impacts of increased economic growth
- PRESERVE the ability to make future improvements
- PREVENT the need to build an entirely new road
- SORT local and through traffic

### The Local Transportation System

State Street and Bi-State Blvd. serve regional and local traffic. They collect traffic from residential streets and distribute it to other points of local destination or provide access to regional highways. The local street system, which is comprised primarily of residential streets, is formed into a grid pattern. In several cases, streets are not directly aligned where they intersect other streets, thereby forming an off-set or jog in the street. The intersection of State Street and Bi-State Blvd. is problematic in that the intersection is narrow and DE 54 does not provide a left turn lane onto Bi-State in either direction. The State of Delaware maintains Rt. 54 East of Rt. 13. The State of Maryland maintains Rt. 54 West of Rt. 13. The State of Delaware maintains 13A/Rt. 675 North of Rt. 54. The State of Maryland maintains 13A/Rt. 675 South of Rt. 54.

There are also a number of obstructions at intersections preventing a clear view of traffic and pedestrians. Delmar's streets are generally in good condition, although, as with many older communities, reconstruction and repaving of streets is a constant need. The town streets are constructed of asphalt.

Much of the interior street system was not designed for the automobile. The numerous narrow streets cut the town into small blocks creating a proliferation of intersections. The typical street is narrow, averaging about 30 feet in width for east-west and 20 feet for north-south streets. Residences, particularly in the older sections, lack off street parking space. On-street parking reduces the capacity of the already narrow streets, often permitting passage of only one automobile. To improve this situation a one-way street system has been established for some sections of the town. There are also few public off-street parking areas, especially in the downtown area.

Another problem associated with the Delmar street system is that curb, gutter and sidewalk are not often provided, especially for many of the north-south streets. This can create a pedestrian safety hazard, and standing water has an adverse effect on abutting properties. Current construction standards for new annexations suggest the use of roll curb and guttering, and minimal use of sidewalks for new streets. The practice of using roll curbing may be extended to existing streets where there is limited automobile and pedestrian traffic, especially on one-way streets and on north-south streets where the use of sidewalks and square curbs are not realistic.

## C. POLICIES

As presented in the background, there are a number of problems associated with the existing transportation system of Delmar. The internal street system is a poorly aligned grid network characterized by extremely narrow streets. Heavy truck traffic, highway-rail crossings, the poor condition of some streets, and inadequate off-street parking compound the problems.

The Transportation Element policies provide a framework for the preparation and implementation of concepts, plans, and programs to rectify transportation deficiencies and suggest improvements for the future. Further, in coordination with the land use element, these policies provide a means to achieve the development goal of Delmar. These policies are:

1. Existing roads and highways should be improved and new linkages built to support the Land Use Plan. Responsibility for these improvements should be proportionally and equitably shared by the public and private sectors.
2. The Town should not permit development that would result in an unacceptable level of service on roads serving the development, unless the developer agrees to make or fund improvements so that the road could adequately service traffic generated by the development.
3. Limiting and controlling future access points should conserve roadway capacity on county and state roads.
4. Strip forms of development should be discouraged. Access onto major public roads should be reduced whenever possible.
5. When new roads are built by the public or private sector, the roads should be constructed with an appropriate design, which is suited to the road's primary function, as well as future development.
6. New roadway construction and major improvement projects for existing Town streets should be scheduled as part of an overall Capital Improvements Program.
7. The Wicomico County, Maryland Department of Transportation, Delaware Department of Transportation and Delmar should coordinate with each other during the planning and design of roadway improvements in or near town which would impact the both Counties, town or state's road system.
8. The Town should explore the feasibility of improved transit service for residents and encourage such services when needed and economically feasible.
9. The Town should promote alternatives to driving alone and encourage both States to inform citizens of the public and private monetary and environmental costs of continued dependence on automobile transportation.



10. The Town supports providing bicyclists and pedestrians safe, convenient, and inviting routes and walkways between activity centers.
11. The Town will work with the State and County to coordinate the land use and transportation elements of the Comprehensive Plan with adjacent jurisdictions in order to achieve the reduction in drive alone rates.
12. The Town will require that the layout of new street and road connections in undeveloped areas assure connectivity to the overall street and highway system.
13. The Town will plan for adequate right-of-ways taking into account existing and future development and proposed alternative transportation support facilities and programs.
14. All developments will have adequate access and circulation for public service vehicles but actual paved street sections should be as narrow as possible to maintain a human scale.
15. The Town encourages the use of recycled materials whenever possible when making right-of-way improvement.
16. The Town encourages the use of alternative fuels (re-refined oil, electric, and compressed natural gas powered cars) to save energy resources.
17. The Town encourages the use and continued development of the local rail system.

#### **D. FUNCTIONAL CLASSIFICATION SYSTEM**

The initial and most essential step in the development of an integrated and balanced transportation system is the classification of the function the streets and highways were designed to provide. The development of a functional classification system provides for the logical coordination of the street and highway network of the Delmar area.

Federal functional classification categories in Delmar include; 1) principal arterial, 2) major and minor collectors and 3) locals.

##### **Arterial Highway**

The highest level of highway service provided to the Town is the arterial system. The primary purpose of all arterial highways is to provide continuous and efficient routes for movement of high volume traffic between towns or major traffic generators particularly that of an intra-state or inter-state nature. Direct access to adjoining land should not be provided except at certain key points. Arterial highways are designed to maintain homogeneous neighborhoods and to serve as boundaries between various neighborhoods. On-street parking should be prohibited. U.S. 13 is classified by the Maryland Department of Transportation as a principal arterial.

## **Collectors**

Both minor and major collectors serve a similar function though varying in volume and intensity of use. The primary purpose of the collector system is to collect traffic from local residential streets and provide for the direct movement of traffic to commercial and industrial areas and the arterial highways.

Major collectors connect areas of relatively dense settlement with each other and with other major traffic routes. These streets are intended for inter-neighborhood and through traffic. Delmar is served by two major collectors, MD Route 675 and DE Route 54.

Minor collectors are streets, which, in addition to serving abutting properties, intercept minor streets, connect with community facilities and are intended primarily to serve neighborhood traffic. Such streets assume medium traffic flow and standards have been established accordingly.

Foskey Lane/Maryland Avenue may be considered a minor collector in the Maryland portion of Delmar.

## **Locals**

The most extensive part of the Town of Delmar's street network is local residential streets. Local residential streets, including cul-de-sacs, are streets intended primarily to provide access to abutting properties and are designed to discourage their use by through traffic. Such streets assume light traffic flow and their standards have been established accordingly.

## **E. LEVEL OF SERVICE**

The ability of a roadway system to carry traffic is qualitatively measured as Level of Service (LOS). LOS can be determined at any given intersection or on any given segment of road. Levels of service are often utilized as a measure of system performance and to define public policy concerning highway performance. They are also used in traffic impact analysis to determine local traffic impacts of proposed developments. These standards should be utilized by developers whenever feasible.

Highway level of service (LOS) reflects driver satisfaction with a number of factors that influence the degree of congestion, including speed and travel time, traffic interruption, freedom to maneuver, safety, driving comfort and convenience, and delays. Six levels of service are used to describe highway flow conditions (road segments and intersections). Commonly accepted definitions for each category are:

*LOS A*, represents a free flow where individual users are virtually unaffected by others in the traffic stream. LOS A describes a condition with low traffic volumes and high speeds with little or no delays. There is little or no restriction in maneuverability due to the presence of other

vehicles. Drivers can maintain their desired speeds and can proceed through signals without having to wait unnecessarily.

*LOS A (Signalized Intersection)*, describes operations with very low delay, i.e., less than 5.0 seconds per vehicle. This occurs when progression is extremely favorable, and most vehicles arrive during the green phase. Most vehicles do not stop at all. Short cycle lengths may also contribute to low delay.

*LOS B* is in the range of stable flow, but the presence of other users in the traffic stream begins to be noticeable. *LOS B* affords above average conditions, and is typically used for design of rural highways.

*LOS B (Signalized Intersection)*, describes operations with delay in the range of 5.1 to 15.0 seconds per vehicle. This generally occurs with good progression and/or short cycle lengths. More vehicles stop than for *LOS A*, causing higher levels of average delay.

*LOS C*, is also in the range of stable flows, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream. *LOS C* is normally utilized as a measure of "average conditions" for design of facilities in suburban and urban locations. It is also considered acceptable in rural locations.

*LOS C, (Signalized Intersection)*, describes operations in the range of 15.1 to 25.0 seconds per vehicle. These higher delays may result from fair progression and/or longer cycle lengths. Individual cycle failures may begin to appear in this level. The number of stopping vehicles is significant at this level, although many still pass through the intersection without stopping.

*LOS D* represents high density, but stable flow. Speed and freedom to maneuver are severely restricted and the driver experiences a generally poor level of comfort. Small increases in traffic flow will generally cause operational problems at this level. *LOS D* is considered acceptable during short periods of time and is often used in large urban area.

*LOS D, (Signalized Intersection)*, describes operations with delays in the range of 25.1 to 40.1 seconds per vehicle. At level *D*, the influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high v/c ratios. Many vehicles stop, and the proportion of vehicle not stopping declines. Individual cycle failures are noticeable.

*LOS E*, represents operating conditions at or near the capacity level. Operations at this level are usually unstable, because small increases in flow or minor perturbations within the traffic stream will cause breakdowns.

*LOS E, (Signalized Intersection)*, describes operations with delay in the range of 40.1 to 60.0 seconds per vehicle. This is considered to be the limit of acceptable delay. These high delay

values generally indicate poor progression, long cycle lengths and high v/c ratios. Individual cycle failures are frequent occurrences.

*LOS F*, is used to define forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the amount, which can traverse the point and queues form behind the point. *LOS F* is characterized by demand volumes greater than the roadway capacity as complete congestion occurs and, in an extreme case, the volume passing a given point drops to zero. Under these conditions motorists seek other routes in order to bypass congestion, thus impacting adjacent streets.

*LOS F, (Signalized Intersection)*, describes operations with delay in the range of 60.0 seconds per vehicle. This is considered to be unacceptable to most drivers. This condition often occurs with over saturation, i.e., when the arrival flow rates exceed the capacity of the intersection. It may also occur at high v/c ratios below 1.00 with many individual cycle failures. Poor progression and long cycle lengths may also be major contributing causes to such delay levels.

Level of service D is acceptable for short periods of time, i.e., the AM and PM peak hours. Level of service C or better should be standard in off-peak hours. These standards provide a basis for evaluating the impacts of proposed development projects and may be used as the standard for exacting off-site improvements, impact fees or in conjunction with adequate public facilities ordinance.



## F. ROAD STANDARDS

The Transportation Plan further classifies the local street system into neighborhood collectors and local residential streets. The following standards (Table 13) should apply to the development and/or classification of local streets:

Table 13  
Recommended Street Standards

DESIGNATIONS	LOCAL	MINOR COLLECTOR	MAJOR COLLECTOR
Function	Provide individual house and site connection to the collector network	Provide residential neighborhood connections	Provide residential neighborhood connection to high density areas & to arterial highways
Design	54' right-of-way, 36' pavement way, 5' planting space, between curb and sidewalk, 4' sidewalk	60' right-of-way, 42' pavement, 4' sidewalk	66' right-of-way, 42' pavement, 8' planting space between curb and sidewalk, 5' sidewalk
Other Features	Setbacks may vary	Building setback from R.O.W. of 30'	Building setback from R.O.W. of 30'
Parking and Site Access	Off-street, and curb parking	Optional, may be prohibited adjacent intersections	Prohibited adjacent intersections
Truck Traffic	Service needs only	Service needs only	Service needs only

In existing situations, no pavement on any street should be narrower than 22 feet, to provide one moving lane in each direction. Parking should not be permitted on such narrow pavement. A width of 36 feet should be quite adequate on local residential streets and rural roads serving mainly the properties abutting them. Wider pavements are necessary on the collector streets; 42 feet of pavement being necessary to serve heavy traffic movement.



The proposed highway and street improvements would provide by-pass routes around Delmar and channel truck traffic to U.S. Route 13, the only highway in the Delmar area (except DE 54 west of Town) with the functional capacity for trucks.

Off-street Parking - Off-street parking in the business district and older residential areas, is inadequate. The establishment of the Town's one-way street system will lessen the serious problems associated with on-street parking in residential areas. In commercial areas with inadequate parking, it is recommended that existing or future vacant areas be utilized for parking and selected widening of local streets be made to provide on-street parking.

Parking standards should be adopted to ensure that new developments and redevelopment efforts provide adequate off-street parking for their patrons. All new residential developments should provide sufficient off-street parking for the residents.

## **I. HIGHWAY IMPROVEMENTS**

The recommendations of the transportation plan are primarily directed at achieving desired street standards for the future. However, a number of existing streets and intersections may be improved.

Intersection Alignment - Pennsylvania Avenue (and York Street) is a heavily traveled street which provides an alternate cross-town route. It is recommended that Pennsylvania Avenues intersection with State Street be properly aligned to ease movement of vehicles crossing State Street. North Pennsylvania Avenue may be relocated closer to the railroad line to intersect directly with South Pennsylvania Avenue. The widening of Pennsylvania Avenue adjacent to the business district could be utilized to provide angular parking. Parking facing the business district would also reduce the hazard for pedestrians, as they would not have to cross Pennsylvania Avenue adjacent a blind intersection.

Street Reclassification and Improvements - A number of streets within Delmar have a higher volume of traffic than their design capacity. It is recommended that such streets be classified and improved according to the function they serve. Specific recommendations are as follows:

1. Major Collectors - Bi-State Boulevard and State Street are major collectors that link with the arterial highway network (US 13). These streets have adequate traffic capacity for the foreseeable future though several street improvements may be warranted. Naylor Road is also a major collector, which serves as the secondary by-pass of Salisbury. Naylor Road will become a part of the super block with U.S. 13 and 50. Recommended improvements include: elimination of on-street parking; provision of longer turning lanes at U.S. 13; selective street widening; and, installation of curb, gutter and sidewalks where none exist.
2. Minor Collectors - Several streets in Delmar function as collectors though are designed as residential streets. It is recommended that these streets be classified as minor collectors

and upgraded according to minor collector standards. Streets, which warrant upgrading to minor collectors, include:

- a. Sussex Road 502 from DE 54 to Bi-State Boulevard with a new collector constructed to link Sussex Road 502 with U. S. 13.
  - b. North Pennsylvania Avenue and York Street from State Street to Bi-State Boulevard to improve access to the Delmar Business District.
  - c. On a long-range basis, when development in the area west of town warrants, a new highway is recommended to tie in Sussex Road 502 and DE 54 with Foskey Lane and Connelly Mill Road.
3. Residential Streets - A program should be undertaken to systematically upgrade Delmar's residential streets following the standards presented in Table \*. Such a program should include repaving, installation of curb, gutter and sidewalk, storm drainage and planting of street trees. Priorities for residential street improvements would improve circulation in the Delmar Business District and as such should include Lincoln, Grove, and East Streets between Bi-State Boulevard and Pennsylvania Avenue. Other priorities for improvements are South Pennsylvania Avenue from Foskey Lane to State Street and West Jewel Street.

## **J. RAILROAD**

The main line of the Norfolk Southern and provides rail freight service to industry in the Delmar area. The main line runs in a north-south direction, passing through the western portion of Delmar.

The chief advantage to local rail users is the savings incurred through a low car transfer fee. As mentioned in the background material, an active railroad makes Delmar attractive to industrial development.

The uncertainties relating to the future status of the railroad are of great concern to Delmar because it is vital to existing industrial activity and future growth. In order to encourage continued rail service, it is recommended that Delmar develop policies to stimulate rail use, attract new industry, and heighten public awareness of the importance of the railroad to Delmar and the entire region. This matter is discussed further in the last section of this plan, "Areas of Critical State Concern".

## **K. GREENWAYS**

Greenways are generally defined as corridors of protected public and private land established along rivers, stream valleys, ridges, abandoned railroad corridors, utility right-of-way, canals,

scenic roads, or other linear features. They often link recreational, cultural, and natural features, provide transportation pathways for people and wildlife, protect forests, wetlands, and grasslands, and improve the economic vitality of a community.

There are opportunities for greenway development in Delmar to serve primarily as a pedestrian corridor to link recreational and cultural resources for children and adults. Creating a greenway corridor to the Tourist Center/recreational pond would increase the safety for children going to and from the site, and enhance connectivity of neighborhoods in Delmar. The Town should identify greenway routes to enhance the recreational potential of the community and improve the safety for children traveling throughout the community. After a site has been chosen, the Town should pursue financial and technical support from the State of Maryland's Greenway Commission and private sources to design and develop the Greenway. Funding to develop the greenway can be solicited from Maryland State Program Open Space and private foundations, such as American Greenways Dupont Awards Program.

*Delaware's Greenway and Trail Program* is a statewide initiative to preserve and protect corridors of open space, and where appropriate, enhance these areas with trails and paved pathways. The Program is administered by the Division of Parks and Recreation, Department of Natural Resources and Environmental Control. The Program makes annual grants to municipal, county and state agencies for greenway and trail acquisition and development.

*Council on Greenways and Trails* - in 1995, the Delaware General Assembly established the Council on Greenways and Trails to foster a cooperative effort to preserve protect and link our green open spaces. The Council acts in an advisory capacity to the Secretary of the Department of Natural Resources and Environmental Control (DNREC), and encourages local communities, counties, and state agencies to create greenway links to serve environmental and recreational needs of Delaware citizens. Applications for the greenway & trail grants from the Delaware Land and Water Conservation Trust Fund are reviewed and approved by this Council. In order to meet its objectives, the Council works closely with public and private organizations throughout the State. The Council works to incorporate greenway projects into a comprehensive state greenway network, and acts as a resource for all organizations who wish to enhance their neighborhoods by linking open spaces.

*Maryland Greenway Commission* - The Maryland Greenway Commission is working with communities throughout Maryland to design and develop greenways. A good source of technical assistance, the Commission provides information and identifies opportunities to help develop a greenway. For more information contact, Maryland Greenways Commission at (41) 974-3589.

*American Greenways DuPont Awards Program* - Provides small grants to stimulate the planning and design of greenways in communities throughout America. The grants will support design activities, hiring a consultant, building a footbridge, planning a bike path, or other creative projects. For additional information, contact American Greenways The Conservation Fund at (703) 525-6300.

## **L. BICYCLE FACILITIES**

It is recommended that the Delmar Zoning Ordinance be amended to require space be provided for parking of bicycles in non-residential developments and permit an appropriate reduction in parking based on the availability of space for parking bicycles.

## **M. RIDESHARING**

It is recommended that the Town encourage business and industry to provide to reserved parking spaces for carpools, vanpools, and bicycle racks at office and industrial sites to accommodate and encourage high occupancy vehicles (HOV) commuting.



## **VI. Chapter 05**

### **SENSITIVE AREAS PLAN**

As mentioned earlier, the Maryland Economic Growth, Resource Protection and Maryland Planning Act of 1992 added the requirement to Article 66B and Delaware law requires that the comprehensive plan for Delmar contain a Sensitive Areas Element that describes how the Town will protect the following sensitive areas:

- a) Streams and stream buffers,
- b) 100-year floodplain,
- c) endangered species habitats,
- d) steep slopes, and
- e) other sensitive areas the jurisdiction wants to protect from the adverse impacts of development.

In addition to the “Sensitive Areas” highlighted in the 1992 State Planning Act, the Town of Delmar is also interested in developing strategies to protect its wellhead, and preserve its historical and cultural resources. Delaware law also requires that environmental protection be included in the comprehensive plan, and that by 2007, comprehensive plans and local ordinances must address wellhead protection and the protection of excellent recharge areas. Recommendations to protect and preserve these resources are included in this chapter.

#### **A. SENSITIVE AREAS RECOMMENDATIONS**

##### **Streams and Stream Buffers**

Streams and their buffers are important resources. Streams provide drinking water for local communities, natural drainage and irrigation for farmers. Streams are prime spots for recreation, for fishing and serve as spawning areas for sport and commercial fish stock, and wildlife areas. Development near streams could be subject to flooding that could result in the loss of life and property.

Streams and adjacent areas are home to countless species of animals and transport valuable nutrients, minerals and vitamins to the Chesapeake Bay and its tributaries. The floodplains, wetlands and wooded slopes along streams are important parts of the stream ecosystem. Natural growth adjacent to our streams often serves as a natural screen between different types of land use.



As development activity becomes more intense, a large amount of land, forests and natural vegetation along streams is diminished. The cumulative loss of large amounts of open space and natural land has reduced the ability of remaining land along streams to buffer the effects of such intrusions as high stormwater runoff.

Buffers serve as protection areas placed adjacent to streams to preserve some of the biological and hydrological integrity of the stream basin. These areas act as run off and groundwater pollution control systems by filtering pollutants through the soil and root zone of natural growth. For example, microscopic organisms that inhabit the soils in a forested buffer assist in the decomposition of pollutants, much like microbes in a sewage treatment plant.

There are potentially five (5) stream corridors in the Delmar planning area that are classified as perennial streams as established by critical area definitions. These are Connelly Mill Branch to the west side of town, Wood Creek to the south (extending into the town), Leonard Pond Run to the south, Jackson Branch to the east (within the corporate limits), and Mayer Branch to the east. It is recommended that the Town define a stream corridor as all land and water areas within 100 feet of these stream banks. Any development occurring within this area should be evaluated for its potential impact on adjacent streams. The minimum stream buffer requirement for areas that are already subdivided into lots where a 100 buffer is not possible should be at least twenty-five (25) feet from the bank of all streams. For undeveloped areas the stream buffer should be a minimum of one hundred (100) feet from the bank of all perennial streams and fifty (50) for all intermittent streams. Where possible the stream buffer should be vegetated in a manner that reduces run-off from adjacent land. The stream buffer should be expanded beyond the minimum if the Town determines it to be in the best interest of protecting the stream. The Town will comply with all Maryland and Delaware laws and requirements.

### **Floodplains**

Flood destruction and associated losses are created by structures inappropriately located, inadequately elevated or otherwise unprotected and vulnerable to floods or by development which increases flood damage to other lands or development. The biological values of floodplains, particularly tidal and non-tidal wetlands, can be adversely affected by floodplain development.

The Town has the responsibility under the Maryland Flood Control and Watershed Management Act, Section 8-9A-01 et seq., Natural Resources Article of the Annotated Code of Maryland, to control floodplain development in order to protect persons and property from danger and destruction and to preserve the biological values and the environmental quality of the watersheds or portions thereof under its jurisdiction. In addition, the Town has the responsibility under the National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, as amended, to adopt and enforce floodplain management regulations in order to participate in the National Flood Insurance Program and remain eligible for federally subsidized flood insurance, federal disaster relief, and federal and State financial assistance.

Currently, the Town has no 100-year floodplains in its corporate boundaries. However, in the case that future annexations may have floodplains, the Town will take the appropriate steps, which could include prohibiting development within the floodplain, in order to protect human life and private property and preserve the vital watershed sensitive resources of these areas.

The purpose of floodplain regulation is to protect human life and health and to minimize public and private property damage. Regulatory provisions are designed to encourage the utilization of appropriate construction practices in order to prevent or minimize flood damage in the future and to protect individuals from unwittingly buying lands and structures which are unsuited for intended purposes because of the flood hazards. The public health purpose of floodplain regulation is to protect water quality, sanitary sewage disposal, and natural drainage and to reduce financial burdens imposed on the community by preventing the unwise design and construction of development in areas subject to flooding. The resource protection objective of regulations is to provide for the biological and environmental quality of the watersheds or portions thereof located in the Town of Delmar.

### **Threatened and Endangered Species Habitat**

No threatened or endangered species and habitat related to them have been identified in the Town of Delmar. However, to ensure the protection and continued existence of potential endangered species within the Town's jurisdiction, zoning and subdivision ordinances should include the following protective measures.

1. Require that anyone proposing development activities must address protection of State and federally designated endangered species. The developer must determine through contact with the Town and the Maryland Fish, Heritage and Wildlife Administration (MFHWA) or The Delaware Natural Heritage Program whether proposed activities will occur within or adjacent to identified endangered species habitats and whether the activities will affect the area.
2. If it is established that an activity will occur within or adjacent to an endangered species habitat, the Town should require that the developer provide protection measures in the project design. A written environmental assessment including site design plans and a description of measures to be taken to protect the endangered species should be submitted to the Town as part of the development review process. The developer must work with the MFHWA and/or Delaware Natural Heritage Program in establishing species/site-specific protection measures. Protection measures may include:

Designation of protection areas around the essential habitat of the designated species. Development activities or other disturbances will be prohibited in the protection area, unless it can be shown that these activities or disturbances will not have or cause adverse impact on the habitat. The protection area designation will be made with input from the MFHWA.

Implementation of design strategies that work to protect the species and essential habitat. These strategies should include (but are not limited to) restrictions on siting of structures, use of cluster design, establishment of undisturbed open space areas, restrictive covenants, and restrictions on noise levels and timing of construction activities.

### **Steep Slopes**

Although there are no steep slopes in Delmar, placement of structures or impervious surfaces should be severely limited on any slope with a grade of twenty-five (25) percent or more. On slopes between fifteen (15) and twenty-five (25) percent, development should also be strongly discouraged. However, if development does occur, good engineering practices should be required to insure sediment and erosion control and slope stabilization before, during and after disturbance activities and to minimize cut and fill.

### **Wellhead Protection**

The State of Delaware Source Water Protection (SWAP) Law of 2001 (7 Del. C. 6081, 6082, 6083) requires government jurisdictions with year – round populations of 2,000 residents or greater to implement measures to protect both the quality and quantity of public water, wellhead, and ground-water recharge areas by 2007.

The goal of the SWAP is to identify and delineate the sources of public drinking water and evaluate the susceptibility of each source to known potential contaminants. The Delaware SWAP outlines the three main tasks required by the USEPA:

- 1) Delineate the boundaries of the source water areas
- 2) Develop a contaminant inventory within the delineated areas, and
- 3) Assess the susceptibility to contamination of each public drinking water source.

**Town of Delmar Wellhead Protection Ordinance (1962 and 1997) RESOLUTION # 1997-5: Wellhead Protection Delineation Area/ORDINANCE NO. 40:** The Town of Delmar, recognizing the need for source water protection, established wellhead protection areas through ordinance and provided water use regulations (with enforcement) covering the misuse of the water supply in lawn watering, using hoses to clean sidewalks, and car washing.

The protection of public sources of water is a critical function of local governments. The Town of Delmar, Delaware has a wellhead that provides a public source of drinking water to its residents. The Town should take proactive measures to protect the wellhead to insure there is no future contamination of the drinking water source.

The development of a wellhead protection area would help in protecting this drinking water supply. A wellhead protection area consists of land in the vicinity of a public water supply well chosen for special protection to prevent pollution of the ground water by nearby surface and sub-surface activities. Public wells include community wells - both those owned by governments



and those owned privately - serving residential customers and a variety of wells serving the public in locations such as restaurants, schools and industry.

The size of the protection areas can be a function of the hydrogeology in the vicinity of the well, its daily withdrawal rate, land use activities existing or likely in the areas, and assessment of replacement or other options if the well were to become polluted. The area could range from a few acres to several square miles or more.

There are both regulatory and non-regulatory management approaches useful for protection groundwater sources from contamination. Such approaches include zoning limitations on the types of land uses allowed, performance standards to contain and manage potential pollutants, business outreach and educational programs.

Several steps can be taken to design a wellhead protection program that suits the needs of Delmar. These steps include:

1. *Form a Community Planning Team* - The planning team, which should represent all community interests, should define clear goals and objectives for measuring progress;
2. *Delineate Wellhead Protection Areas* - The planning team should first define an area around the drinking water well where contaminants could enter and pollute the well - this area is called the wellhead protection area. DNREC has delineated the wellhead protection area around 2 wells that serve the Town of Delmar in the Source Water Assessment. The Town of Delmar was provided with 3 copies of this plan in September 2002. A wellhead protection area for a third well that served the Town of Delmar will be provided by DNREC Water Supply Source Water Protection.
3. *Inventory Contaminants* - Next, the planning team should identify existing and potential sources of contamination in the wellhead protection area. This inventory can include commercial and industrial operations that generate pollutants, underground storage tanks, homes and industrial discharging to septic systems, agricultural operations, hazardous or solid waste disposal facilities, and abandoned wells. DNREC has developed an inventory of contaminants and should be consulted for this project. See for example [www.dnrec.state.us/dnreceis](http://www.dnrec.state.us/dnreceis) for more information. The Source Water Assessment for the Town of Delmar includes the contaminant inventory for 2 wells utilized in 2002. The contaminant inventory for the third well that serves as the Town of Delmar will be provided by DNREC Water Supply, Source Water Protection.
4. *Manage Your Wellhead Protection Area* - Educating citizens about their water supply through an educational program is one technique communities can use to manage the wellhead protection areas. Purchasing of land around the wellhead, zoning the land to discourage industrial and commercial land uses in the area, and encouraging polluters to adopt best management practices are other management techniques.

5. *Plan for the Future* - Develop short and long-term strategies for replacing the water supply in the event the source of drinking water is unexpectedly contaminated or the supply is disrupted.
6. *Site New Wells Carefully* - Communities should propose new well locations where there is little risk of contamination from existing or future land uses.

## **B. HISTORIC FEATURES**

History can be kept alive through education and preservation, both of which can take many forms and vary in intensity. History is something one lives in daily and is not only a “do not touch” museum. Old homes can be restored such that they are comfortable homes of today or they could be refurbished as an office. Historic sites can honor the past while providing a place for leisure activities. An old church can still hold worship services similar to those held one hundred years ago. A number of programs exist to help individuals and groups temporarily or permanently protect sites and structures considered significant. The past is a building block for the future and, if a plan is to be comprehensive, it must incorporate that past as a key element of planning for the future.

Historic preservation is a program that involves the inventorying, researching, restoration, and ongoing protection of sites and structures having a significant local or national historic interest. Continued historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Delmar with a number of benefits including:

1. Promotion of a strong sense of community pride for Town residents;
2. Maintain the integrity of the historic significance and character of the older structures.
3. Community revitalization through the renovation or adaptive reuse of older structures;
4. Increased property values and tax revenues as a result of renovation and restoration; and
5. Increased revenues generated from tourism.

There are a number of structures and sites within the Town that are of historic, cultural, or architectural significance. These structures, given proper concern and recognition, have tremendous potential to serve as physical reminders of the history and heritage of our past.

In recent years, there has been considerable public concern that the vestiges of our heritage will be irretrievably lost. It has been found that an active historic and architectural preservation program could have beneficial social, economic and aesthetic impacts on the area. Therefore, rather than permit demolition, destruction, or abandonment of our rich heritage, an active historic preservation program is recommended. Such a program should permit the continued use of the



identified sites and structures while simultaneously discouraging inappropriate exterior alterations. The development of a Historic Preservation Program for the Town should be the result of a cooperative effort between the public and private sectors of the community.

The following programs and strategies are designed to facilitate achieving this Plan's goal of preserving and enhancing the Town's rich cultural and historic heritage.

### **Inventory**

The Town should continue to identify significant historic structures and sites within the corporate limits. Once sites are identified, there are a number of actions the Town can take to insure that these cultural resources are preserved for future generations.

### **Protection and Preservation Programs**

A number of existing programs provide assistance in protection or preservation, offer tax benefits, provide professional historical/architectural consulting, and so forth. More detailed information on programs including the National Historic Landmark, National Register of Historic Places, Conservation and Preservation Easements, and Historic Overlay Districts can be found from various historic preservation organizations such as the Maryland Historical Trust and its local chapter in Wicomico County and the Delaware State Historic Preservation Office.

**National Register of Historic Places:** In 1966, Congress established the National Register of Historic Places as the Federal Government's official list of properties, including districts, significant in American history and culture. In Maryland, the Register is administered by the Maryland Historical Trust. Some benefits resulting from a listing in the National Register include the following:

1. National recognition of the value of historic properties individually and collectively to the Nation.
2. Eligibility for Federal tax incentives and other preservation assistance.
3. Eligibility for a Maryland income tax benefit for the approved rehabilitation of owner-occupied residential buildings.
4. Consideration in the planning for federally and state assisted projects.

Listing does not interfere with a private property owner's right to alter, manage or dispose of property.

**Maryland Historical Trust:** The Maryland Historical Trust (MHT) surveys historic buildings, structures and archaeological sites to determine eligibility of being listed on the state register. As with being on the National Register of Historic Places, listing does not limit or regulate the Town of Delmar

property owner in what can or cannot be done with the property. In order to be considered for listing on the National Register or having an easement on the property to be accepted by the MHT, the site usually must first be listed on the Maryland Register of Historic Properties.

**Maryland Historic Preservation Easement:** A state-held historic preservation easement monitored by the MHT is an excellent means of perpetually preserving a historical structure and property for future generations. Regulations state that easements may be assignable to other parties or run with the land. The benefits for a property owner to donate his land to the MHT include income, estate, inheritance, gift and property tax benefits. In exchange, the owner gives the MHT the final word regarding proposed alterations. However, for properties whose fair market value is largely based on the value of development rights, this method of preservation may not be the most financially expedient for the property owner or for the MHT.

**Delaware State Historic Preservation Office:** The Delaware State Historic Preservation Office is part of the Division of Historical and Cultural Affairs. The State Historic Preservation Officer is responsible for the administration of the programs and policies of the National Historic Preservation Act, as amended, assisted by the staff of the Delaware State Historic Preservation Office. The historians, architectural historians, and archaeologists who make up the staff must meet qualifications established by the Secretary of the Interior for state staffs nationwide. Working in concert with academic and professional communities, preservation organizations, concerned citizens, and all levels of government, the Delaware State Historic Preservation Office coordinates preservation efforts throughout Delaware and serves as an advocate for the preservation of Delaware's historic places and unique cultural identity.

**Local Historic Overlay Zone:** A third, but separate, type of designation is the locally zoned historic district, which is an overlay on the existing zoning ordinance of a specified area. This district, legally allowed by Section 8.01 of Article 66B in the Annotated Code of Maryland is designed in order to maintain the visual character of the community. In 1995, the Maryland Legislature made changes to Article 66B relative to the local historic overlay zone. The main purpose of local historic area zoning is now:

1. to safeguard the heritage of Delmar by preserving the sites, structures, or districts therein which reflect elements of cultural, social, economic, political, archaeological, or architectural history;
2. to stabilize or improve property values of such sites, structure, or districts;
3. to foster civic beauty;
4. to strengthen the local economy;
5. to promote the preservation and appreciation of sites, structures, and districts for the education and welfare of the residents of Delmar.

**Adaptive Re-Use.** The Town should adopt zoning provisions that promote the adaptive reuse of historic structures for public and private uses including, but not limited to, bed and breakfast establishments, craft/gift shops, museums, and studio space for artisans, when such uses minimize exterior structural alteration.

**Support Owners.** The Town should encourage, through the use of various incentives, the preservation of historic structures. Include tax incentives for major structural or exterior renovation or the donation of protective historic easements.

**Local Historic Districts.** The Town may, through the use of various incentives, encourage the establishment of local historic districts in the Town. Incentives may include tax incentives and recognition through the awarding of plaques.

**Development Proposal Review.** The Zoning Ordinance and Subdivision Regulations for the Town should require developers to identify cemeteries/burial grounds/archaeological sites/historical structures on a property prior to any disturbance of the site and support archaeological and historical research through preservation of significant sites.

## **VII. Chapter 06**

### **COMMUNITY FACILITIES**

The Community Facilities Element contains an analysis of and recommendations concerning services, which are provided by the public or quasi-public agencies. Community facilities include the broad category of all buildings and lands devoted to the provision of some basic service to the community. These services may be educational or recreational in nature, or may be other public services provided the health, safety, or well-being of the community.

The vision of the community facilities is a public commitment to maximize living and working environment of Delmar. The coordination and staging of the recommended community facilities will, in addition, provide a means to encourage development and channel growth in the most desired manner.

As a part of the Town of Delmar Comprehensive Plan, it is necessary to analyze the existing community facilities system in order to determine where major improvements will be needed to meet future needs. Since community facilities represent a major public investment it will be necessary to assign priorities and include these in the Capital Improvements Program. In many instances, the recommendations for community facilities will be eligible for some form of State or federal assistance.

#### **A. RECREATION AND OPEN SPACE**

##### **Existing Recreation Areas**

Recreation areas are considered to be any building or land basically devoted to recreational pursuits but non-profit in nature. Within the Town of Delmar and the surrounding area, there are ten public and semi-public recreation areas (See Table 14).

##### **Standards**

The provision of a variety of park and recreational facilities to serve the existing and future residents of Delmar assists greatly in maintaining a high quality of life. In addition to being activity centers, the parks and recreation facilities serve as neighborhood focal points and provide a favorable residential image of the community.

A well-balanced community recreational plan requires well-defined areas and facilities to be located in close proximity to the residential neighborhoods that they serve. The type and amount of park and recreation facilities required for a community depends to a large degree on the needs and desires of the residents. The standards in Table 15 serve as a general guideline in determining community recreation needs.



Table 14  
**Public and Semi-public Recreation Areas**

	<b>NAME</b>	<b>LOCATION</b>	<b>EQUIPMENT &amp; USE</b>
1.	Woodlawn Family Camping	Walnut St. & U.S. Route 13	Trailer and tent camping area
2	Woodlawn Park	Walnut St. off U.S. Route 13 - approximately 5 acres	Playground, swings, basketball, baseball field
3.	Delmar Elementary School	Second St. & Foskey Lane	Playground, play fields, basketball
4.	State Street Park	Fifth & State St., approximately 6 acres	Playground, picnic area, Tennis courts, basketball courts
5.	Delmar Park	Eighth St. North	Organized sports
6.	Bi-State Park	East St. & Bi-State Blvd.	Benches
7.	Gordy Parks	Walnut St & Penn Ave. – approximately 6 acres	4 baseball fields, tennis and basketball courts, picnic area, playground
8.	Mason-Dixon Sports Complex	South Penn Ave. & Foskey Lane approximately 20 acres	2 softball fields, 1 baseball field, soccer field , picnic area, playground
9.	Downtown Park	North Penn Ave.	Historical marker, caboose museum
10.	Jewel St Tot Lot	West Jewel St.	Playground, benches

Table 15  
**Standards for Recreational Activity**

<b>TYPE</b>	<b>AGE GROUP SERVED</b>	<b>OPTIMAL SITE SIZE</b>	<b>SERVICE AREA</b>
Playlot	Pre-School	50'x100'	Walking Distance - 1/8 mile
Playground	5-14 Years	3-7 Acres	1/4 to ½ mile radius
Neighborhood Park	All ages	5-15 Acres	1/4 to ½ mile radius
Playfield	15 years and over	12-20 Acres	½ to 1 mile radius



Table 14  
**Public and Semi-public Recreation Areas**

	<b>NAME</b>	<b>LOCATION</b>	<b>EQUIPMENT &amp; USE</b>
1.	Woodlawn Family Camping	Walnut St. & U.S. Route 13	Trailer and tent camping area
2	Woodlawn Park	Walnut St. off U.S. Route 13 - approximately 5 acres	Playground, swings, basketball, baseball field
3.	Delmar Elementary School	Second St. & Foskey Lane	Playground, play fields, basketball
4.	State Street Park	Fifth & State St., approximately 6 acres	Playground, picnic area, Tennis courts, basketball courts
5.	Delmar Park	Eighth St. North	Organized sports
6.	Bi-State Park	East St. & Bi-State Blvd.	Benches
7.	Gordy Parks	Walnut St & Penn Ave. – approximately 6 acres	4 baseball fields, tennis and basketball courts, picnic area, playground
8.	Mason-Dixon Sports Complex	South Penn Ave. & Foskey Lane approximately 20 acres	2 softball fields, 1 baseball field, soccer field , picnic area, playground
9.	Downtown Park	North Penn Ave.	Historical marker, caboose museum
10.	Jewel St Tot Lot	West Jewel St.	Playground, benches

Table 15  
**Standards for Recreational Activity**

<b>TYPE</b>	<b>AGE GROUP SERVED</b>	<b>OPTIMAL SITE SIZE</b>	<b>SERVICE AREA</b>
Playlot	Pre-School	50'x100'	Walking Distance - 1/8 mile
Playground	5-14 Years	3-7 Acres	1/4 to 1/2 mile radius
Neighborhood Park	All ages	5-15 Acres	1/4 to 1/2 mile radius
Playfield	15 years and over	12-20 Acres	1/2 to 1 mile radius

Open space and recreational facilities, which serve a wider interest, such as countywide or regional facilities, are not reflected in this plan. These facilities are beyond the purview and financial capability of Delmar. However, Delmar should work closely with the various recreation agencies to insure that its recreation needs are voiced.

## **Recommendations**

The following recommendations concerning parks and recreation in Delmar result from an evaluation of current population, growth potential, and deficiencies of existing recreation facilities.

### Performance Standards

The Town of Delmar is interested in continuing to provide recreational opportunities and open spaces for its citizens. Additionally, the continued maintenance of all recreational sites, both public and semi-public is a goal of the community. To ensure that these objectives are adequately supported by the Town and developers, it is recommended that the Town adopt certain requirements to enforce the proper amount of recreational and open spaces and that these areas are well maintained. The use of performance standards may help in this respect. The term performance standard implies the existence of a firm standard that can quantitatively be determined. Instead of seeking to protect the recreational areas and open spaces to the maximum extent possible, it sets a standard for protection (new development must include not less than 20 percent open space). There is no room to debate the achievement of a standard. If only 19% of an open space in the new development is protected for recreational pursuits, then the standard has not been met.

It is clear that this type of planning means more work in developing the ordinance. The standards have to be tested, and the equity issues over the impact of the standard have to be carefully weighed before the standards are adopted. Once in place, however, there is a much lower demand on staff, since each review is a question of checking to see if the plan conforms to measurable standards. Time consuming debates, position papers, and reports that characterize ad hoc reviews dependent on arm-twisting can be eliminated. The major difficulty with adopting performance standards is that it requires solving problems up front rather than postponing them to a later date and not every potential issue can be anticipated and resolved with quantitative standards. However, a better effort to quantify standards than is presently in place is clearly possible.

### Playlots

Playlots (totlots) are designed for children up to age 5 and should be within easy and safe walking distance of the home. Equipment typically includes swings, slides, jungle gyms, sand boxes, and the like as well as benches and rest areas for the supervising adults. All play areas will have equipment to accommodate the needs of children that are physically challenged. The

actual location of the playlots is flexible; some may be placed with larger parks and playgrounds while others may be suitable on an isolated vacant parcel. Playlots may vary in size depending on the population served.

Currently, there are two playlots in Delmar, one at Gordy Park and the other at Delmar Park. Another is proposed to be developed in the northwest corner of Delmar on Jewell Street, which is well situated to serve this neighborhood.

It is recommended that the playlot at Delmar Park be improved and upgraded and that Delmar develop three additional playlots. These playlots should be placed with larger park facilities and be well-dispersed to adequately serve the entire community. Future residential developments should be required to dedicate land or fee's in lieu thereof to pay for the portion of recreational needs generated by the development.

### Playground

The playground is an area, which serves the needs of the five to fourteen year age group, but also affords limited facilities to the entire neighborhood. Special accommodations are made to permit access for individuals with disabilities. A basic goal of the playground is flexibility in design to meet varied short-term active and passive recreation activities for children. Desirable features in a playground include: playlot for pre-school children; play apparatus for older children; open space for game and play activities including ball field; paved areas for basketball, tennis, etc.; shelter house; and landscaping with picnic areas.

At present, Delmar contains a number of suitable playgrounds in various locations throughout Town. It is recommended that the Delmar elementary school grounds be improved to provide open play fields and paved areas. Adjoining vacant land should be purchased to be integrated with the school grounds and provide passive recreational facilities and play apparatus.

In addition, it is recommended that the wooded area between U.S. 13 and Woodlawn Park be purchased to serve as a passive recreational extension of Woodlawn Park. Because of the distance to these two playgrounds, many residents of Delmar will be inadequately served. An additional playground should be provided in Delmar, Delaware. A community playfield is proposed in this area and it should contain playground facilities in addition to other facilities.

### Playfields

The playfield provides varied forms of recreational activity for young people and adults, although a section may be developed as a children's playground. The playfield should provide most of the following features: area for court games including tennis, volleyball, basketball, and other games; separate sports fields for softball, baseball, football and soccer; open lawns including picnic areas, landscaped park and children's play areas. There may also be a field house and outdoor swimming pool. The area should be lighted for night use and there must be adequate off-street parking areas.

Gordy Park is currently being improved to serve as a lighted multi-purpose playfield. Vacant areas adjacent to Gordy Park should be utilized for additional tennis and basketball courts and off-street parking areas.

In addition, a second playfield of at least 10 acres in size should be developed off Lincoln Avenue to serve northern Delmar. This area is lacking in active recreation facilities and needs a playfield. The proposed playfield should include: regulation softball field, soccer/football field, children's playground and totlot facilities, other organized play activity as well as lighted tennis and basketball courts, and landscaped passive recreation areas. A future project that could be included should be a community swimming pool. Grant funding for recreation and park improvement are available through State of Maryland Program Open Space and Delaware Division of Parks & Recreation.

### Neighborhood Park

The purpose of the Neighborhood Park is to provide an attractive neighborhood setting and a place for passive recreation for people of all ages or physical abilities. Desirable features for the neighborhood park include: open lawn area, trees and shrubbery; table and benches; walk and shade areas; a shelter building; and playlot facilities.

Delmar Park on State Street adequately functions as a neighborhood park. It is recommended that Delmar Park be maximized as a passive recreation area. Recently, the Delmar Park playlot was upgraded and improved. Active recreation facilities such as tennis and basketball courts should not be added to Delmar Park. The site is too small and additional active recreational facilities would destroy the neighborhood park.

## **B. WATER SUPPLY**

### **Existing**

The Town of Delmar is served by a single public water system drawn from three wells. The wells draw from the Pleistocene and Pliocene aquifer, which tends to be somewhat irony and slightly acidic. The water is treated by pressure filters and chlorine prior to distribution. It is estimated that water consumption in the Town of Delmar averages 400,000 gallons per day. The domestic water supply for the area surrounding Delmar's corporate limits is drawn from individually owned wells. Currently the facility is using 8 hours per day of operation time for the wells. Safe capacity at 16 hours per day is 600,000 gallons per day. Therefore, 300,000 gallons per day are available before an upgrade is necessary, which equates to approximately 1,200 edu's or 3,000 people.



## **Implications**

At present approximately 3,266 individuals utilize the public water system with a per capita usage of 120 gallons per day. It is felt that the three wells have enough water for the near future. With over 2,300 new residences planned or approved within the community additional flow requirements of 575,000 g.p.d. can be expected over the next 5 to 7 years. Plans should be made to construct additional wells and treatment facilities within the next 5 years.

Distribution facilities have been upgraded in recent years. New mains have replaced many of the older 4-inch lines however some still remain. Isolation valves were also

## **Recommendations**

In order to meet present and future public water requirements, the following recommendations are made:

1. The gradual replacement of the smaller water mains with newer, higher capacity mains.
2. The Town should explore locations for new wells and treatment to accommodate planned growth.
3. The need for upgrade will be necessary around 5 years depending on the rate of construction.

## **C. SEWER**

### **Existing**

The Town of Delmar is served by a single sewerage system. The Town owned and operated treatment facility is located off Connelly Mill Road west of Delmar's corporate limits. The sewage is treated to a secondary level and discharged into Wood Creek, a small tributary of the Wicomico River. The treatment facility has a 650,000 gallon per day capacity with present usage averaging 350,000 gallons per day or 51% of capacity. Rating of the plant was recently expanded to 850,000 g.p.d. The waste is treated to a secondary level utilizing activated sludge and tertiary clarifier. This process requires less skilled operation than other treatment processes. Environmental studies currently in process will, in all likelihood, require Delmar to upgrade waste treatment to tertiary level of nitrogen removal. TMDL loading allocations will necessitate nitrogen and phosphorus levels reduced.

### **Implications**

Within the adoption of Total Maximum Daily Loads (TMDLs) as mitigation strategy for reducing nutrients in the Broad Creek and Wicomico subwatersheds, reduction of nitrogen and phosphorus loading from all land use activities within the Town of Delmar will be mandatory. A TMDL is the maximum level of pollution allowed for a given pollutant below which a 'water

quality limited water body' can assimilate and still meet water quality standards necessary to support uses such as, swimming, fishing, drinking water and shell fish harvesting. Although TMDLs are authorized under federal code, states are charged with developing and implementing standards those desired use goals. The jurisdictional authority for attaining these use goals for the Broad Creek subwatershed will fall under the auspices of Section 11.5 of the DE Surface Water Quality Standards (as amended August 11, 1999), and will be achieved via nutrient reductions referred to as 'pollution control strategies'. In contrast, the jurisdictional authority for attaining the use goals for the Wicomico subwatershed will fall under MD Water Quality Standards, and will be achieved similarly through a pollution control strategy.

Nutrient reductions prescribed under TMDLs are assigned to those watersheds or subwatersheds on the basis of recognized water quality impairments. In the Broad Creek subwatershed the primary source of water quality impairment is associated with nutrient runoff from agricultural and/or residential development. In order to mitigate the aforementioned impairments, TMDL reduction levels of 30 and 50 percent will be required for nitrogen and phosphorus, respectively. Any proposed development within the Broad Creek subwatershed must demonstrate (via scientifically-defensible nutrient budget calculations) that said development will reduce nutrients to the level specified by the individual or collective TMDLs. In the Wicomico subwatershed, nutrient reductions must be reduced by 63 and 16 percent for nitrogen and phosphorus, respectively. Contact the MD Department of the Environment for specific methodologies necessary to achieve these reductions.

It is estimated that approximately 3,300 people utilize the sewerage system. Per capita generation is approximately 100 g.p.d. The existing treatment facility has the capacity to serve an additional 5,000 persons. 5,000 persons equal 2,000 edu's.

Infiltration/Inflow is a serious problem for the Town and has the potential to reduce available capacities. Improvement of or replacement of existing sewers are necessary.

Additional development in Delmar could conceivably generate more waste than the existing system can handle. Planning should begin for additional capacity.

Current health guidelines recommend that any treatment facility operating at 85% or greater of its capacity must be expanded. With rapid growth in the area an additional treatment facility with land application of effluent is recommended.

### **Recommendations**

In order to meet existing and future sewage service requirements, the following recommendations are made:

1. Confirm its existing treatment facility of 850,000 gallon per day capacity. A 1,350,000 g.p.d. capacity is recommended so as to provide adequate sewage treatment capability for the foreseeable future.

2. Upgrade sewage treatment to a higher level. A tertiary level of treatment with nutrient reduction is recommended to meet future health standards and lessen the pollution of area downstream.
3. Extend sewer lines within Town limits and replace older sewers in an effort to reduce infiltration/inflow.
4. The Town of Delmar will construct a spray irrigation wastewater facility. The facility will be built in 3 increments beginning 250,000 gallons per each increment up to 750,000 gallons per day pending soils. Each increment represents 1,000 edu's or 2,500 people. The totals are 3,000 edu's or 7,500 people.
5. Construct and have on line the new facility in Delmar, DE within the next 5 years depending on the rate of construction.

#### **D. FIRE AND POLICE**

##### **Existing**

The Delmar Fire Department is located at the corner of Bi-State Boulevard (Alternate Route 13) and Grove Street. This two-story structure has space for 15 pieces of equipment and contains a social hall, kitchen, and elevator.

The Delmar Fire Department is responsible for providing fire protection and emergency ambulance service to all areas of Wicomico and Sussex Counties from Leonard's Mill Pond on the south to Whitesville Road on the north, and from Melson on the east to the Huckory Mills area on the west. This bi-state fire company, which is currently composed of 65 active members, currently utilizes 9 pieces of fire-fighting equipment, which includes: 3 pumpers, 1 tank truck, 1 rescue truck, 2 ambulances and 2 utility trucks.

The Delmar Police Department consists of nine (9) full-time officers and six police cars. The Police Department is inter-jurisdictional; providing police services in both Delmar, Maryland and Delmar, Delaware. Police officers must be sworn-in in both Maryland and Delaware so as to legally provide the bi-state police service. In addition, Delmar police officers serve as deputy sheriffs in Wicomico County, Maryland and provide police service outside Delmar, Maryland.

The unique bi-state police service provided in Delmar creates a number of problems. Maryland and Delaware police agencies operate on different radio frequencies; therefore, each Delmar police car must be equipped with two radios. Separate police reports must be filed and separate arresting procedures followed in the two states.

Police Headquarters is located on Pennsylvania Avenue. There are no detention facilities in Delmar and arrested persons must be transported to either the Wicomico County Jail in Salisbury, Maryland or the Sussex County Correctional Center in Georgetown, Delaware.

## **E. SCHOOLS**

### **Existing**

The Delmar educational system has been one of the more significant successes and unifying factors in a town obstructed with administrative barriers due to its location in both Maryland and Delaware. Originally each side of Delmar supported its own school system, creating a needless duplication of services. Fortunately the civic leaders had the foresight to unite both schools into a single school system. The school on Foskey Lane in Delmar, Maryland became Delmar Elementary School. The Delmar, Delaware school on Eighth Street became Delmar High School.

Enrollment in Delmar Elementary School has been steadily increasing. As of 1996, enrollment was 985 students being taught by 52 teachers. The school capacity is rated at 738 students. Delmar Elementary School is the largest elementary school in Wicomico County in terms of students and teachers. It also possesses the highest pupil per acre ratio of any elementary school in the County, which is currently over 90 students per acre. The classrooms are jammed beyond their capacity with an average of over 40 students per classroom. As a solution to the overcrowded conditions, the Wicomico County Board of Education has approved a \$2.5 million expansion of the existing facility. The project will include a total rehabilitation of the school and an addition of at least eight classrooms, as well as a cafeteria and kitchen. The project will reduce the student per classroom ratio to a desirable level of 30 students per room. An attempt should be made to purchase property adjacent to Delmar Elementary in an effort to meet State recommended site requirements to allow more flexibility in future expansions, and also to reduce the current extremely high pupil per acre ratio.

Beginning in September 2000, the new Delmar Middle and Senior High School, an 18.9 million dollar complex supported by the Delaware residents, and 79 percent funded by the State opened its doors. The 2003-2004 enrollment of 1,219 is expected to continue to rise as more housing projects are completed. The project included construction of new ball fields and a new football stadium. There are plans to add classroom space to the current facility beginning 2005 to help with increased enrollment.



## **VIII. Chapter 07**

### **HOUSING**

The future growth of Delmar depends in great measure upon the development of housing and its availability in quantity and variety within a broad price range. The provision of areas, and the redevelopment and maintenance of attractive residential neighborhoods, protected from adverse effects of traffic and incursion of incompatible uses, are also major considerations in the relocation of new industry and future growth of Delmar. No other element in the physical development of a community has such a direct influence of its future. For this reason, the Housing Element is included within the framework of the Comprehensive Plan so that housing proposals can be fully integrated into community development proposals.

The quality of Delmar's neighborhoods is determined by the cumulative impact of the Town's housing supply and living environment. Since major community goals are to improve the quality of life and to promote the availability and affordability of decent, safe, and sanitary housing for all Town residents, housing ranks as an important local concern. Important factors to be considered in forming Town policy toward the public function of housing in the Comprehensive Plan are:

1. Housing is a durable, physical product in a neighborhood setting.
2. Housing is a major user of the Town's land.
3. Housing is a generator of local public facilities and services.
4. Housing is the object of local real estate taxes.
5. Housing is a major influence on the Town's physical and social environment.
6. Housing is an essential requirement for continued economic development.
7. Housing construction is a major source of employment.
8. Housing is a major investment or expenditure for individual families.
9. Housing is a major investment for the private financial community.
10. Housing is a major ingredient in family satisfaction or dissatisfaction and in a community's sense of well-being.

## **A. POLICIES**

1. The following are the Town's policies for housing planning.
2. A variety of housing types should be provided for within the Town's land use controls.
3. The purpose of Town housing and building codes is to insure high standards of quality in new construction, but with sensitivity to housing affordability.
4. Regulations for mobile homes and mobile home parks have been established to insure that those developments meet the same standards as required for other single family dwelling developments.
5. The Town will continue to encourage, through both private and public actions, the renovation or removal of substandard housing.
6. Continue to encourage, through both private and public actions, an opportunity for families to live in adequate homes in price ranges that are affordable.
7. Federal and state programs should be utilized when appropriate to help meet Delmar's housing needs.

## **B. HOUSING DEFICIENCIES**

The background information provided at the beginning of this planning report indicated that a substantial portion of the housing in Delmar is old and in need of repair. In addition, certain areas, particularly at the northwesterly sector of Delmar, in need of clearance, rehabilitation or redevelopment or a combination of all three. These general conclusions were based upon age and value of housing, as compared with the same statistics for the State of Delaware, crowding and a windshield survey of the various residential areas in Delmar. The background study revealed that housing, occupied by minority groups, is in a deteriorated or dilapidated condition. Much other information, which is not available to us, such as family income as correlated to age, and size of family, we believe would corroborate the general statement that the elderly, the low income family and the large family occupy poorer housing and bear the brunt of housing deficiencies.

Middle income families also find it increasingly more difficult to purchase a home because of the rising cost of land and homes. Their ability to live and prosper in the Town is essential to the community's quality of life. Therefore, the Town should provide medium and low-income families with information on housing program's that can assist them in purchasing homes within the Town.

## C. RECOMMENDED ACTIONS

In an effort to provide a comprehensive approach to relieve housing deficiencies and provide more housing in Delmar, the following actions are recommended:

1. Cooperation with Wicomico County and Delaware State Housing Authorities to provide housing for the elderly or public subsidized housing for those displaced by enforcement of housing codes.
2. Make information available pertaining to federally assisted housing rehabilitation and loan programs (The Farmers Home Administration always ends the year with surplus funds available for such programs.)
3. Include in capital improvements programs, public improvements such as street paving and repair, street lighting, tot lots, playgrounds, and sewerage and water mains in transition neighborhoods to reinforce and protect residential uses and demonstrate public commitment in the preservation of such areas.
4. Revise the zoning code, which provides for a variety of housing types including apartments, and townhouses.
5. Work with landlords to develop and provide incentives to upgrade rental property in ways, which do not cause exorbitant rent increases.

### Mobile Home Enhancements

Mobile homes offer housing ownership within the means of people who might otherwise be required to rent, and this mode of housing should not be excluded entirely from the Delmar Planning Area. However, due to their basic incompatibility with areas developing with conventional housing, mobile homes should be carefully controlled.

It is recommended that mobile homes be permitted on an individual basis as accessory to farms in rural-agricultural areas or in mobile home parks in areas carefully selected and provided for in the zoning code. Areas for mobile home parks should be selected on the basis of the ability to serve the area efficiently with public services and compatibility with surrounding development.

Mobile home parks should be developed at a density appropriate for conventional dwellings; 7,000 to 9,000 square feet per dwelling unit is recommended. Mobile home parks should be excluded from established, conventional residential areas and zoning regulations should provide standards to assure greatest compatibility with the character of the area. The following mobile home standards should be considered:

1. A minimum total area standard required for a manufactured home subdivision and a rental community - a 10-acre total area minimum is suggested.

2. Standards should be set for maximum density of all manufactured home subdivisions and rental communities (6 units per acre is suggested), and all homes should be required to have landscape plantings and low-level decorative fencing.
3. Setbacks should be required. A minimum setback of 50 feet from county and state roads, as well as other properties is a recommended minimum.
4. Both a manufactured home subdivision and a rental community should be buffered on all sides with a permanently maintained natural or artificial barrier/buffer. Such a buffer could be located in the area suggested for a minimum setback.
5. All manufactured homes should be installed upon an approved anchor tie-down system and should be securely anchored to prevent them from shifting or overturning.

### **Housing Deficit Actions**

The following recommendations are made in an effort to increase the supply of housing in Delmar:

1. Extend sewer and water service lines into undeveloped areas to encourage residential construction and to permit higher densities. This action may tend to reduce land cost per dwelling unit.
2. Provide sufficient residentially zoned land to allow developers adequate market choice and discourage land speculation, thereby reducing land appreciation costs.
3. Program and phase supporting community facilities (street improvements and recreational facilities) to anticipate and induce demand for residential development.

In addition to the actions described above, there are several implementation alternatives available to local governments for the provision of affordable housing. The extent, to which these alternatives are used, either singularly or in combination, depends on the particular needs of the community. Each approach to providing affordable housing has varying degrees of success.

## **D. HOUSING PROGRAMS - DE**

### **Homeownership Programs**

#### Single Family Mortgage Revenue Bond Program - (SFMRB)

Commonly referred to as the First-Time Home Buyers Program or the Bond Program, this program helps low- and moderate-income Delawareans afford homeownership by providing a below market interest rate mortgage to persons who have not owned a home in the past three years.



Second Mortgage Assistance Loan Program - (SMAL)

This program provides up to \$5,000 (at 6% interest rate) in down payment and closing costs assistance to persons who have not owned a home in the past year.

Delaware Housing Partnership - (DHP)

This initiative combines 6% interest rate down payment and closing cost loans of up to \$10,000 with pre-approved, newly-constructed affordable homes.

Live Near Your Work – LNYW

The LNYW Program is a cooperative partnership between the state, local jurisdictions and employers to provide financial assistance to eligible employees in purchasing homes near their places of employment.

Resident Homeownership Program - (RHP)

This program offers eligible DSHA assisted housing residents the option of purchasing a home. Qualified participants will have the opportunity to purchase a home utilizing their existing assistance toward the mortgage.

Public Housing Home Ownership Program - (PHHOP)

This program, operated in Kent County only, provides Public Housing, Section 8, Capitol Green residents and Waiting List applicants with the opportunity to purchase their own homes in modest, residential neighborhoods.

**Rental Housing**

Housing Development Fund - (HDF)

The HDF is Delaware's primary financial resource to help housing providers across the State access financing to create or rehabilitate affordable housing, or offer unique housing programs for low- and moderate-income persons.

HOME Investment Partnerships - (HOME)

This federal program is offered statewide by DSHA and provides financial assistance to affordable housing providers, often in conjunction with Housing Development Fund financing.

Low Income Housing Tax Credits - (LIHTC)

This program provides a direct federal income tax credit to qualified owners and investors who build, acquire or rehabilitate rental housing units to rent to low-income Delawareans.

Multi-Family Mortgage Revenue Bond Program - (MFMRB)

This statewide program permits DSHA, through the issuance of tax-exempt mortgage revenue bonds to finance the acquisition, new construction or substantial rehabilitation of apartment complexes which are available for rent to low-income individuals and families.

## **Subsidized Rental Housing Assistance Programs**

### Public Housing - (PH)

DSHA offers low-income Delawareans in Kent and Sussex Counties who are in need of assistance to afford month-to-month rent payments a subsidized rental housing assistance program. The program offers DSHA-owned Public Housing apartment site residency.

### Section 8 Housing Choice Vouchers

DSHA also offers a Section 8 Housing Choice Voucher Program for DSHA-approved private rental residency. For more information, please see the Moving To Work Demonstration Program description below.

### Moving To Work Demonstration Program - (MTW)

Applicants on the two programs listed above are placed on a combined waiting list for assistance. They are given the first available subsidy location, which may be a public housing site or in the form of a Section 8 Voucher for use in the private market. Most residents, with the exception of the elderly and disabled, are eligible to receive subsidy under these programs for a maximum of 5 years (with some one-year extensions) while they take part in a mandatory self-sufficiency program.

### Section 8 New Construction- (SEC 8 NC)

This program offers very low-income Delawareans 30 different affordable housing sites throughout the state, at which participants pay approximately 30% of their income for rent. DSHA provides managerial and financial oversight to these sites and directly manages two of the locations. (The name of this program is misleading, for it does not concern new construction.)

## **Home Repairs**

### Housing Rehabilitation Loan Program - (HRLP)

This program offers loans of up to \$35,000 at 3% interest rates to low- and moderate-income home owners and landlords who rent to low-income tenants in order to make necessary State Housing Code repairs or handicapped- accessibility modifications.

### Neighborhood Revitalization Fund - (NRF)

*New Funding\*Currently Unavailable.* The goal of this program is to help entire communities restore their homes to State Housing Code standards. Neighborhoods and communities apply to receive a set aside of funds that their home owners can access in the form of low-interest loans. Home owners residing in approved neighborhoods can access deferred low-interest rate loans of up to \$35,000; landlords can borrow up to \$25,000.

### Community Development Block Grants – (CDBG)

Each year, Kent and Sussex County and local municipalities within these counties apply to DSHA for a portion of this federal grant money. DSHA administers the funds to these governmental entities, which in turn use the money to help repair substandard housing and make infrastructure improvements in needy areas of each county. Municipalities can request sewer and water system improvements, street repairs, street lights and other infrastructure improvements that support low- and moderate-income housing development.

### **Community Development**

#### Housing Capacity Building Program - (HCBP)

This initiative helps providers of affordable housing increase their capacity to build and maintain affordable housing. A joint initiative of DSHA, the University of Delaware, the Delaware Community Investment Corporation and the Delaware Community Foundation, the program provides a range of assistance including capacity building grants, training and technical assistance.

#### Emergency Shelter Grants Program - (ESGP)

The federal assistance provided under this program benefits emergency shelters by allowing them to expand services and renovate their shelters. It is offered by DSHA in Kent and Sussex Counties.

### **E. HOUSING PROGRAMS - MD**

As federal housing and other related programs have disappeared, cities and counties have sought to aid the would-be homeowner. Maryland has mounted an ambitious housing program in 1986 in response to federal cutbacks. Most of the state housing programs are administered by the State of Maryland's Community Development Administration which offers a variety of housing programs that fall under the general categories of home ownership, rental housing, special loans and housing subsidy programs. These programs are briefly described below:

#### **Home Ownership Programs**

Maryland Mortgage Program (MMP) - The purpose of the MMP is to enable low- and moderate-income households to purchase homes by providing below-market interest rate mortgage financing through private lending institutions. The MMP, which targets first-time homebuyers, is available to individuals and households with incomes at or below 85 percent of the State median income.

Maryland Home Financing Program - Home Purchase (MNFP) - The purpose of MNFP is to provide low-interest rate mortgages for lower-income households. The MMFP, which targets first-time homebuyers, is available to individuals and households with incomes at or below 55 percent of the State median income.

Maryland Home Financing Program - Emergency Mortgage Assistance (MNFP-EMA) - The MNFP-EMA assists low-income homeowners in imminent danger of losing their homes and is intended to prevent foreclosures brought about by critical circumstances such as loss of employment, a disabling injury, divorce or death of a spouse, or other similar circumstances which result in loss of income.

Maryland Home Financing Program - Reverse Equity (MHFP-REMP) -The purpose of the MHFP-REMP is to enable elderly families of limited income to access part of their accumulated equity in order to pay for housing and other personal expenses to continue to occupy the home. For eligible applicants and properties, the Community Development Administration (CDA) will establish a line of credit up to a program maximum of \$50,000 from which funds may be requested on a monthly basis. No repayment of loans is required until the death of the last surviving borrower, after the borrower voluntarily moves out, or after the sale or transfer of the property.

Settlement Expenses Loan Program (SELP) - SELP provides financial assistance in the form of low interest loans to pay settlement expenses.

### **Rental Housing Programs**

Multi-Family Bond Program (MBP) - This program is designed to increase the construction and rehabilitation of multi-family rental housing for families with limited incomes. Tax exempt bonds and notes provide below-market rate construction and permanent financing to profit and nonprofit developers. A certain percentage of units in the project must be made available to low-income persons and households.

Rental Housing Production Program (RHPP) - The purpose of the RHPP is to increase the supply of rental housing for low-income families by providing below-market rate and deferred payment loans to developers. The program is designed to be used in conjunction with tax-exempt, private, local and federal loans.

Elderly Rental Housing Program (ERHP) - The purpose of the ERHP is to increase the supply of rental housing for low-income elderly households by providing below-market rate and deferred payment loans to developers. The program is designed to be used in conjunction with tax-exempt, private, local and federal loans.

Nonprofit Rehabilitation Program (NRP) - The purpose of the NRP is to provide low-interest mortgage loans to nonprofit organizations and local governments to rehabilitate housing for low-income households.

Partnership Rental Housing Program (PRHP) - The PRHP is intended to expand the supply of affordable housing for poor families through State and local government partnerships. Eligible projects include new construction and acquisition or rehabilitation of rental housing.



Maryland Housing Rehabilitation Program - Multi-Family (MHRP) - The purpose of the Multi-Family Program is to provide loans to assist owners in bringing their multi-family units up to applicable building codes and standards.

Multi-family Home and Energy Loan Program (HELP) - The purpose of the HELP is to finance rehabilitation and energy conservation of existing multi-family properties using the proceeds of tax-exempt bonds.

Construction Loan Program (CLP) - The CLP provides low-interest, construction financing loans to nonprofit and local governments to acquire, rehabilitate, or construct certain types of housing and for bridge loans to profit motivated developers.

Shelter One - Shelter One is an initiative to encourage community organizations, groups affiliates with churches and other nonprofit organizations to help address housing problems. The program provides technical assistance and preferred interest rate loans for undertaking first, small housing projects.

### **Special Loan Programs**

Maryland Housing Rehabilitation Program - Single Family (MHRP SF) - The purpose of the program is to preserve and improve existing small residential properties by bringing the properties up to applicable codes and standards. In 1990 this program was merged with the Livability Code Rehabilitation Program.

Accessory, Shared and Sheltered Housing Program (ACCESS) - The purpose of ACCESS is to expand low cost housing opportunities for low-income households and low-income elderly, handicapped or disabled persons by financing the creation of accessory, shared, and sheltered housing facilities.

Indoor Plumbing Program (IPP) - The purpose of the IIP is to provide indoor plumbing in residential properties. Loans are made to income eligible households in owner-occupied single family units.

Residential Lead Paint Abatement Program (RELAP) - Loans are provided through the RELAP to reduce instances of lead poisoning of children by financing the abatement of lead paint in residential buildings.

Group Home Financing Program - The purpose of this loan program is to assist individuals and nonprofit organizations to construct or acquire and modify existing housing to serve as group homes or temporary and emergency shelter for income-eligible persons and households with special housing needs.

Single Family Home and Energy Loan Program (HELP SF) - The purpose of the HELP SF is to finance rehabilitation, energy conservation and basic livability of owner-occupied housing with one to four units using the proceeds of tax-exempt bonds.

Energy Bank Program - This program provides matching grants for energy conservation improvements in owner-occupied housing with one to four units using the funds from the Energy Overcharge Fund.

### **Housing Subsidy Programs**

Rental Allowance Program (RAP) - This program provides grants to local governments to provide flat rent subsidies to low-income families who are homeless or have emergency housing needs. The purpose of the program is to help these families to move from temporary housing to permanent housing and self-sufficiency.

Section 8 Existing Certificate/Voucher Program - A U.S. Department of Housing and Urban Development Program (HUD), Section 8 Existing is a rental assistance program which subsidizes the rent of low income families through the use of federal grants. This program is administered through the Maryland CDA.

Section 8 Moderate Rehabilitation Program - The U.S. Department of Housing and Urban Development Program (HUD) Moderate Rehabilitation Program, a component of the Section 8 Existing Program, is designed to encourage owner investment in substandard and aging housing that would otherwise continue to deteriorate in order to expand the supply of rental housing to low-income households. This program is administered through the Maryland CDA.

Section 8 Rental Rehabilitation Program - The U.S. Department of Housing and Urban Development Program (HUD) Rental Rehabilitation Program is designed to increase the supply of rental housing for low- and moderate-income families. As a split-subsidy federal grant funds are provided to building owners to help offset the cost, in conjunction with private financing, of rehabilitation of deteriorated existing rental units.

### **Low Income Housing Tax Credit Program**

The Federal Low-Income Housing Tax Credit, created by the Tax Reform Act of 1986 and extended by the Revenue Reconciliation Act of 1989, is designed to encourage private sector investment in the construction and rehabilitation of housing for low- and moderate-income families. The law gives states annual tax credit allocation based on population. CDA is the agency, which allocates the state's tax credits on a competitive basis.

#### **Infrastructure Program**

The purpose of this program is to provide an efficient and economical means of access to capital markets in order to finance infrastructure projects to local governments. This program is administered through the Maryland CDA.

## **IX. Chapter 08**

### **COMPREHENSIVE PLAN IMPLEMENTATION**

#### **A. INTRODUCTION**

The Comprehensive Plan serves only as one element of a continual growth management process for the Town of Delmar. Although there are specific implementation responsibilities of the Town's planning commission and Town Council and Commissioners, it will take the effort of both the public and private sector to ensure the Plan's successful implementation. Community involvement in the planning process is also essential if a community is to grow in a manner that is consistent with the Town's values, goals and objectives. Indeed, the Town has growth potential, but without opportunities to convene citizens, private and public sector representatives in a continual process to discuss growth management, then the manner in which the Town will grow may be inconsistent with the Town's overall goals and objectives. Planning and the planning process provide an opportunity to plan for growth to support Town goals and preserve Town values.

#### **B. INTERGOVERNMENTAL COOPERATION**

The Town of Delmar is an incorporated community situated on the Mason-Dixon Line at the most Southerly boundary between DE and MD. Delmar is two incorporated towns: Delmar, DE, governed by a Mayor and 4 Council Members, is located in Sussex County, and Delmar, MD, governed by a Mayor and 4 Commissioners, is located in Wicomico County. The Towns share a central administration office, police department and public works department. Although there are two separate town governments, there is joint ownership of all public property, such as water treatment facility and wastewater treatment facility.

The Towns also have several Commissions and Boards that consist of an elected official from each Council in addition to residential members from each side of town. Those boards are Planning & Zoning Commission, Utility Commission, and Parks & Recreations.

The Town also shares a Chamber of Commerce that help keep the continuity in our community. In addition, the Towns share one volunteer Fire Department with paid Paramedic and EMT services.

In planning for the future growth of Delmar, cooperation must be enhanced between the Town and both Wicomico and Sussex Counties. Maryland's Economic Growth, Resource Protection and Planning Act of 1992 encourages such coordination and cooperation. The Town of Delmar should recommend that the Town, Wicomico County Commissioners and other Metro Core municipal officials establish a joint committee to discuss growth and development in the Metro Core region. The Committee could discuss the following:



#### Items pertaining to Wicomico County

1. *Future Metro Core Planning* - The Metro Core is the major designated growth area in Wicomico County. Delmar is part of the MetroCore, therefore policies and plans that are developed for the MetroCore have a dramatic impact on the social, economic and environmental health of the Town. Tracking growth trends and coordinating marketing efforts to benefit the region would be useful discussions during these joint meetings.
2. *Streamline Permitting Process* - Encourage consistency between Town and County permitting process to streamline the administrative process.
3. *Sewer and Water Systems* - Coordinate land use management and service policies that recognize the Town of Delmar as a Designated Growth Area.
4. *Sensitive Areas Protection* - Natural systems do not begin and end at jurisdictional lines; therefore, coordination with the County should be established to develop a comprehensive management plan for sensitive areas.
5. *Regional Resource Lands* - The potential exists to establish a Greenbelt around the County's Metro Core. The system provides resource land protection, cultural heritage preservation, and aesthetic value to both the Town and the County. The Greenbelt will not inhibit future growth, but rather direct that growth to appropriate lands adjacent to Delmar.
6. *Transportation Planning* - Coordination of public road improvements is essential if the use of public funds is to be maximized and priority public transportation systems are to be improved.
7. *Economic Policy* - As economies become more regional, economic incentives and disincentives to achieve regional goals must be mutually supported. Efforts to enhance the economic viability of the region should be enhanced, particularly within Town Centers.

#### Items pertaining to Sussex County

1. The Town of Delmar, DE shall establish new opportunities for cooperation and coordination with nearby local governments as well as with Sussex County government. The Town should establish occasional meetings with these agencies and participate actively in other governmental activities in the territory.
2. The Town should work closely with Delaware State agencies such as State Planning Coordination, the DE Economic Development Office, DNREC, and DelDOT as a source to help structure the Town projects and programs.
3. The Town will remain active with the Sussex County Association of Towns and the DE League of Local Government.



4. Develop the Town's 5-year Capital Improvement Program that is coordinated with the C.I.D. Program of Sussex County.

### **C. ENFORCEMENT AND ADMINISTRATION**

One of the most important, yet often neglected, issues to be considered in the formulation of the Comprehensive Plan, Zoning Ordinance and Subdivision Regulations is administration and enforcement. Even the most well conceived plans and ordinances will lose effectiveness, and in some cases be invalidated, without consistent and equitable administration and enforcement. The responsibility for administering and enforcing the Comprehensive Plan and its associated ordinances and regulations rests primarily with the Town Council and Commissioners and the Planning Commission. The role of these groups in administration and enforcement of the Plan and its coinciding Ordinance and Regulations are defined in the following text.

### **D. TOWN COUNCIL AND COMMISSIONERS**

The Town Council and Commissioners are the final authority concerning decisions to adopt or revise and amend the Comprehensive Plan for Delmar. They are also the primary groups responsible for implementing Plan proposals. As the elected officials of the Town they are responsible for addressing public concerns and community needs through the development of public policy.

Delmar Commissioners are fortunate in having charter powers, which invest them with a variety of responsibilities and authority necessary to discharge their public responsibilities. Under this section of the Comprehensive Plan, specific proposals are identified which will require consideration by the Town Commissioners. The Town Commissioners will work with County officials to ensure consistency with regional growth and development objectives, which are compatible with the 1992 Maryland Planning Act.

Recommendations of the Plan are designed to assist the Town in achieving Plan goals and objectives, and improving the quality of life of its residents. The Town Council and Commissioners will be primarily responsible for undertaking the following actions to make the Plan adopted public policy:

1. The Commissioners must, under Maryland law, review and adopt the Comprehensive Plan. This provides a foundation for the existing adopted Zoning and Subdivision regulatory controls, or to serve as a basis for their revision.
2. The Council and Commissioners will review specific improvement projects within the context of the Comprehensive Plan, and;
3. The Council and Commissioners should support the recommendations by allocating funds under their direct control to support specific actions outlined in the Plan, as well as research

and solicit County, State and Federal resource programs to support priority actions that the Town is currently unable to fund.

4. Institute procedures to coordinate with the County government, as well as various State and Federal agencies, to assure their actions are consistent with Town Planning objectives.
5. Oversee the coordination of development activities and proposed programs within the Plan either as a "committee as a whole" or by delegating this function to the Planning Commission and/or appropriate Town staff for their detailed analysis and opinions.
6. Ensure the consistency of the Zoning Ordinance and Subdivision Regulations with the Comprehensive Plan policies, objectives, and recommendations.

As a summary of the actions to be taken by the Town Council and Commissioners, the following items are listed as a guide. Each category is presented as a method of clarifying the various roles of the Council and Commissioners in Plan implementation.

a. Legislative

- 1) Officially adopt the revised Delmar Comprehensive Development Plan after appropriate review, discussion and public hearings, and in accordance with the 1992 Maryland Planning Act.
- 2) Review and adopt any necessary revisions to the 1995 Delmar Zoning Ordinance to implement basic land use policies of the Comprehensive Plan.
- 3) Review and adopt any necessary revisions to the 1995 Subdivision Ordinance to assure consistency with any development standards recommended within the Plan.

b. Administrative

- 1) Maintain an inspections staff to enforce locally enacted codes, including housing, zoning and building codes.
- 2) Continue to maintain an annual capital improvements program and capital budgeting process to help establish community priorities, clearly indicate assets and liabilities, and continue to provide essential community services.
- 3) Continue to maintain, through future appointments, the roles and functions of ongoing Town boards and commissions, including the Town Planning Commission, Board of Zoning Appeals, and other ad hoc committees which may be required to assist them from time to time in Plan-related actions or activities.

c. Coordination

- 1) Institute quarterly meetings with the Wicomico County Commissioners and other municipalities in the County as a method of coordinating plans and programs to achieve shared goals and address common challenges.
- 2) Initiate cooperative meetings with the County library board, school board and other local boards to ensure that the future location of physical facilities will be consistent with local service extension policies.
- 3) Maintain ongoing procedures for incorporating citizen views into the planning process to make public plans consistent with public needs.
- 4) Coordinate with Sussex County, the State of Delaware, and the Sussex County Associations of Towns.

#### **E. PLANNING COMMISSION**

The Planning Commission, appointed by the Town Council and Commissioners, is instrumental in directing the Comprehensive Planning efforts of the Town of Delmar. The Commission's role is to coordinate, educate, advise, recommend and support, wherever possible, the activities of citizens and governmental agencies in their efforts to implement the Plan.

Under Maryland law, (Article 66 B of the Annotated Code) and Title 22, Chapter 7, of the Delaware Code, the Planning Commission is responsible for the preparation and periodic update or revision of the Plan, as they deem necessary, by the Town Council and Commissioners. The current update of the Plan is to meet Delaware's requirements.

One of the most significant roles for the Planning Commission in the Town development process is to serve as a coordinating body for the Town Council and Commissioners. The Maryland Planning Enabling Act provides the Planning Commission with broad authority to review, study and recommend solutions to various local development issues.

In exercising this responsibility, the Planning Commission has the following responsibilities:

1. Preparation of the Comprehensive plan, which serves as a guide to public and private actions and decisions, to ensure the development of public and private property in appropriate relationship to local needs.
2. The Planning Commission must approve the Plan and recommend its adoption by the Town Council and Commissioners. The Plan must conform to the basic elements required by State Law.
3. The Planning Commission will promote public understanding of the Plan and what it seeks to accomplish and to incorporate citizen participation in the planning process.

4. The Planning Commission will recommend, to appropriate public officials, programs for construction of public structures and improvements, which are necessary to implement the Plan.
5. The Planning Commission will prepare and file an Annual Report with the Town Council and Commissioners at their first meeting of each new calendar year. The report is the method through which the Planning Commission identifies changing conditions within the Town and brings these conditions to the attention of the Town Council and Commissioners. Delaware law requires that zoning changes be implemented within 18 months to make the zoning consistent with the plan's future land use. In addition to the duties generally identified by Article 66B, The Maryland Planning and Zoning Enabling Act, the Planning Commission is charged with a variety of specific administrative functions, which are more directly related to day-to-day decisions, which cumulatively affect implementation of the Plan. These functions include:
  - a) Review and approval of all Subdivision proposals, consistent with the requirements and authority established by the Town Subdivision Regulations.
  - b) Review, report and recommend to the Town Council and Commissioners actions on all rezoning requests brought before the Town. The Commission reviews each proposal for consistency with the Comprehensive Plan, in accordance with standards for review contained in the Town Zoning Ordinance.
  - c) Review and comment upon various requests for Special Exceptions, which are ultimately decided by the Town Board of Appeals.
  - d) Review and submit recommendations concerning the Town's Annual Capital Improvements Program.

Through exercising its responsibility related to these specific items, the Planning Commission can exert great influence on the course and pattern of local development to ensure consistency with Plan policies and objectives.

## **F. ZONING REGULATIONS**

Zoning Regulations must be consistent with the Comprehensive Plan, therefore recommendations made in the Plan relative to Zoning Ordinance revisions should be addressed. The Town of Delmar should revise their zoning ordinance to include the following:

## **G. DEVELOPMENT DESIGN AND COMMUNITY CHARACTER**

This chapter addresses the many aspects of development design in Delmar. Development design can be generally defined as the management of the visual and physical development of the built environment. Primary emphasis is placed on the preservation of the town's character. The



intention is to respond to growing public concern about the increasing transformation of the town's traditional village landscape to sprawling suburban residential and strip commercial development and communities through the nation. Managing development design to maintain and enhance the character and aesthetics of the town is an important component of the Comprehensive Plan. Application of development design standards is appropriate anywhere human features are present, and where the physical and visual properties of development can significantly influence the character of the town. Development design guidance, or the lack thereof, significantly affects real estate values, community pride, a sense of obligation to private property, personal enjoyment and satisfaction, and the overall investment climate in the community.

## **H. TOWN CENTER**

The town and town centers have traditionally served as focal points for the surrounding rural community, providing some range of service and convenience to residents. Town Centers play an important functional role in providing homes, limited neighborhood-oriented commercial services and businesses, and civic buildings such as churches, post offices, fire stations, etc.

The Town Center has a unique character and "sense of place" with which local residents easily identify. Development design standards for the Town Center will help to preserve and enhance their image while still accommodating limited future growth in a responsible manner. It is ironic that the traditionally tightly-knit village pattern so typical in traditional villages in America is illegal to produce or emulate in many, if not most, communities today. Developers are required to rigorously separate different land uses and set each house on suburban size lots. Such regulations inadvertently destroy the character of villages and towns at a rapid pace and prohibit the development of new villages that foster a "sense of place".

The following are recommended development design guidelines for existing and future Town Centers:

1. Permit residential, small-scale commercial and public/semipublic uses to coexist adjacent to one another as was done in traditional villages.
2. Where existing buildings express a traditionally modest (pre-zoning) front setback, creating a characteristically close relationship with the street, retain this pattern in order to preserve the communities' character.
3. Place off-street parking lots only to the rear or side of buildings. Reduce the visual impacts of parking areas upon community character through landscaping and buffering requirements.
4. Visually screen open storage areas, exposed machinery, and outdoor areas used for the storage and collection of rubbish, from roads and surrounding land uses.

5. Because roadside trees are extremely important to the character of any community, minimize removal of trees over five inches in diameter, especially along roadways. Removal of existing trees can usually be lessened by shifting the site of the building, parking lot, or entrance/exit drives. In addition, encourage planting of new trees along roads to reinforce rural character throughout the town.
6. Control lighting in both height and intensity. Shield luminaries to prevent excessive lighting and glare beyond lot lines onto neighboring properties or public ways.
7. Design and build new construction to blend with its surroundings. Make new construction in neighborhood Centers compatible with surrounding buildings in terms of formal characteristics such as height, massing, roof shapes, and door and window proportions. Where new construction is surrounded by existing traditional buildings, make building height and exterior materials harmonious with those of adjacent properties.
8. One of the most readily apparent aspects of village character is signage. Since signs are intended to be highly visible and attract attention, they often produce a lasting impression on locals and visitors. Create signage standards for Town Centers that enhance character. Signs in these areas should relate to pedestrians and to people in slow moving vehicles and should be designed to be readable to these people, thereby encouraging shoppers and passersby to stop and linger. Large auto-oriented signs are a modern addition in these areas and are inconsistent with both the scale of buildings and rural village character. The size, materials, color, lettering, placement, and illumination of signs in the Town Center should respect the character of existing buildings and foster a sense of place that is an important component of village character.

## **I. RESOURCE PROTECTION STANDARDS**

It is intended that resource protection standards will apply in all planning districts. These will be designed to protect such resources as flood plains, wetlands, steep slopes, and forested areas. The protection standards will be consistent with those presented in the Natural Resources and Sensitive Areas element of this Plan.

## **J. HIGHWAY CORRIDORS AND SCENIC ROADWAYS**

Roadways where access and aesthetics should be controlled in order to either avoid unappealing forms of commercial strip-development and resultant traffic congestion, or to preserve scenic rural views should be designated in the Plan as important corridors. Both of these objectives have great merit for the maintenance and improvement of rural character.

Along designated highway buffers, development should be limited and buffered from roadway view. Signage should also be limited to avoid detracting from rural vistas. Along major town highways limiting access is vital to preserving roadway capacity, decreasing congestion, and

improving safety. Commercial development should not be stripped along these corridors, but rather, it should be concentrated into defined commercial nodes.

The large-scale and permanent loss of scenic views, characteristic landscapes, and open space is perhaps the most devastating visual result of conventionally regulated commercial highway development in suburban areas. The tendency has been for zoning to encourage new development to line both sides of major roadways, eventually obscuring fields, pastures, or woodlands behind commercial frontage lots. This kind of homogenous development contributes greatly to the loss of rural character and community identity.

When zoning highway commercial areas, the town should not succumb to the "broad brush" approach of designating all roadside areas for new commercial development, but should instead examine the rural landscape to identify the amenities and visual resources, which are present. Rather than allowing linear developments, commercial zoning can break the standard pattern by designating commercial nodes in compact, centralized areas, with visually important landscapes protected in between. Commercial development, regardless of where it is located in the towns, should also be subject to development appearance standards which ensure compatibility to surrounding land uses and promote a high quality built environment that compliments the community character of Delmar.

#### **K. BUFFERYARD PERFORMANCE STANDARDS**

One of zoning's most important functions is the division of land uses into districts that have similar character and contain compatible uses. All uses permitted in any district have generally similar nuisance characteristics. In theory, the location of districts is supposed to provide protection, but in Delmar this is not always the case because uses as diverse as single-family residential and commercial can occasionally be found adjacent to one another. Bufferyards will operate to minimize the negative impact of any redevelopment or future use of vacant land on neighboring uses.

The bufferyard is a combination of setback and a visual buffer or barrier and is a yard or area together with the planting required thereon. Both the amount of land and the type and amount of planting specified for each bufferyard requirement of this Plan are designed to minimize nuisances between adjacent zoning districts to ensure the desired character along public streets and roads. The planting units required of bufferyards can be calculated to ensure that they do, in fact, function as "buffers".

Bufferyards should be required to separate different zoning districts from each other in order to eliminate or minimize potential nuisances such as dirt, litter, noise, glare of lights, signs, and unsightly buildings or parking areas, or to provide spacing to reduce adverse impacts of noise, odor, or danger from fires or explosions.



## **L. DEVELOPMENT APPEARANCE STANDARDS**

All future development in the town, except for single-family homes and farm buildings, should be subject to some level of design review for compliance with minimum development appearance standards. These minimum standards that should be achieved are performance standards rather than inflexible and stringent criteria. The intent of these performance standards is to promote quality development that will complement the community character of Delmar. One of the reasons for implementing these standards is, of course, to positively influence development aesthetics. However, this objective is justified by the greater goals of protecting and enhancing real estate values, fostering of civic pride, and improving the overall investment climate within the town.

These standards are not intended to restrict imagination or development creativity, but rather, to assist in focusing on development design principals which should result in enhancing the visual appearance of the built environment in the area. The development appearance standards relate to such factors as: relationship of buildings to the site; relationship of existing buildings and site to adjoining areas; landscape and site treatment; building design; signs; and, maintenance. These standards should not be considered cost prohibitive or overly restrictive since they embody common sense design principles, which were traditionally employed throughout the country prior to the advent of post-war suburbanization.

The following are recommended development appearance standards for future multi-family, commercial and industrial development in all areas of Delmar:

### Relationship of Buildings to Site

1. Plan the site to accomplish a desirable transition with the streetscape and to provide for adequate planting, safe pedestrian movement, and screened parking areas.
2. Encourage site planning in which setbacks and yards are in excess of zoning restrictions to provide an interesting relationship between buildings. Encourage buildings in the Town Center to minimize front setbacks to enhance the traditional street/building relationships typically found in rural villages
3. Treat parking areas with decorative elements, building wall extensions, plantings, berms, or other innovative means so as to screen parking areas from public ways.
4. Without restricting the permissible limits in the applicable zoning district, make the height and scale of each building compatible with its site and existing (or anticipated) adjoining buildings.
5. Place newly installed utility services and service revisions necessitated by exterior alterations underground wherever possible.



#### Relationship of Buildings and Site to Adjoining Area

1. Make adjacent buildings of different architectural styles compatible by such means as screens, site breaks, and materials.
2. Provide attractive landscape transition to adjoining properties.
3. Require harmony in texture, lines, and masses. Avoid monotony of design.
4. Screen adjacent incompatible land uses from one another by landscaping, berms, walls, and fences.

#### Landscape and Site Treatment

1. Preserve and develop natural or existing topographic patterns where they contribute to beauty and utility of a development. Permit modification of topography where it contributes to good appearance, or where it is necessary.
2. Provide an inviting and stable appearance for the pedestrian through grades of walks, parking spaces, terraces, and other paved areas.
3. Provide landscape treatment to enhance architectural features, strengthen vistas and important axes, and provide shade.
4. Achieve unity of landscape design by repetition of certain plant varieties and other materials and by coordination with adjacent development.
5. Select plant material for interests in its structure, texture and color, and for its ultimate growth. Use plants that are indigenous to the area and others that will be hearty, harmonious to design, and of good appearance.
6. Protect plants by appropriate curbs, tree guards, or other devices in locations where they will be susceptible to injury by pedestrian or motor traffic.
7. Enhance parking areas and traffic ways with landscaped spaces containing trees or tree groupings.
8. Where building sites limit planting, require the placement of trees in parkways or paved areas.
9. Use walls, fencing, and/or plantings to screen service yards and other places that tend to be unsightly. Screening should be effective in winter and summer.

10. In areas where general planting will not prosper, use other materials such as fences, walls, and paving of wood, brick, stone gravel, and cobbles. Combine carefully selected plants with such materials where possible.
11. Use exterior lighting to enhance the adjoining landscape. Lighting standards and building fixtures should be of a design and size compatible with the building and adjacent areas. Restrain the design and brightness of lighting.

### Building Design

1. Do not restrict architectural style. Base the evaluation of the appearance of a project on the quality of its design and relationship to surroundings.
2. Buildings should be scaled and sized in harmonious conformance with permanent neighboring development.
3. Materials should have good architectural character and should be selected for harmony of the building with adjoining buildings. Materials should be of durable quality. Materials should be selected for suitability to the type of buildings and the design in which they are used. Buildings should have the same material, or those that are architecturally harmonious, used for all building walls and other exterior building components wholly or partly visible from public ways. In any design in which the structural frame is exposed to view, the structural materials should be compatible within themselves and harmonious with their surroundings.
4. Building components, such as windows, eaves, and doors. Parapets should have good proportions and relationships to one another.
5. Colors should be harmonious and should use only compatible accents.
6. Mechanical equipment or other utility hardware on roof, ground, or buildings should be screened from public view with materials harmonious with the building, or they should be so located as not to be visible from public ways.
7. Exterior lighting should be part of the architectural concept. Fixtures, standards, and all exposed accessories should be harmonious with building design.
8. Refuse and waste removal areas, service yards, storage yards, and exterior work areas should be screened from view of public ways.
9. Monotony of design in single or multiple building projects should be avoided. Variation of detail, form, and siting should be used to provide visual interest. In multiple building projects, variable siting of individual projects should be used to prevent a monotonous appearance.

## Signs

1. Every sign should have good scale and proportion in its design and in its visual relationship to buildings and surroundings.
2. Every sign should be designed as an integral architectural element of the building and site to which it principally relates.
3. The number of graphic elements on a sign should be held to the minimum needed to convey the sign's major message and should be composed in proportion to the area of the sign face.
4. The colors, materials, and lighting of every sign should be restrained and harmonious with the building and site to which it principally relates.
5. Each sign should be compatible with signs on adjoining premises and should not compete for attention.

## Maintenance -- Planning and Design Factors

1. Continued good appearance depends upon the extent and quality of maintenance. The choice of materials and their use, together with the types of finishes and other protective measures should be conducive to easy maintenance and upkeep.
2. Materials and finishes should be selected for their durability and wear as well as for their beauty. Proper measures and devices should be incorporated for protection against the elements, neglect, damage, and abuse.
3. Provisions for washing and cleaning of buildings and structures, and control of dirt and refuse should be incorporated in the design. Configurations that tend to catch and accumulate debris, leaves, trash, dirt, and rubbish should be avoided.
4. Provisions for landscape maintenance and replacement (i.e. native species) should be added.

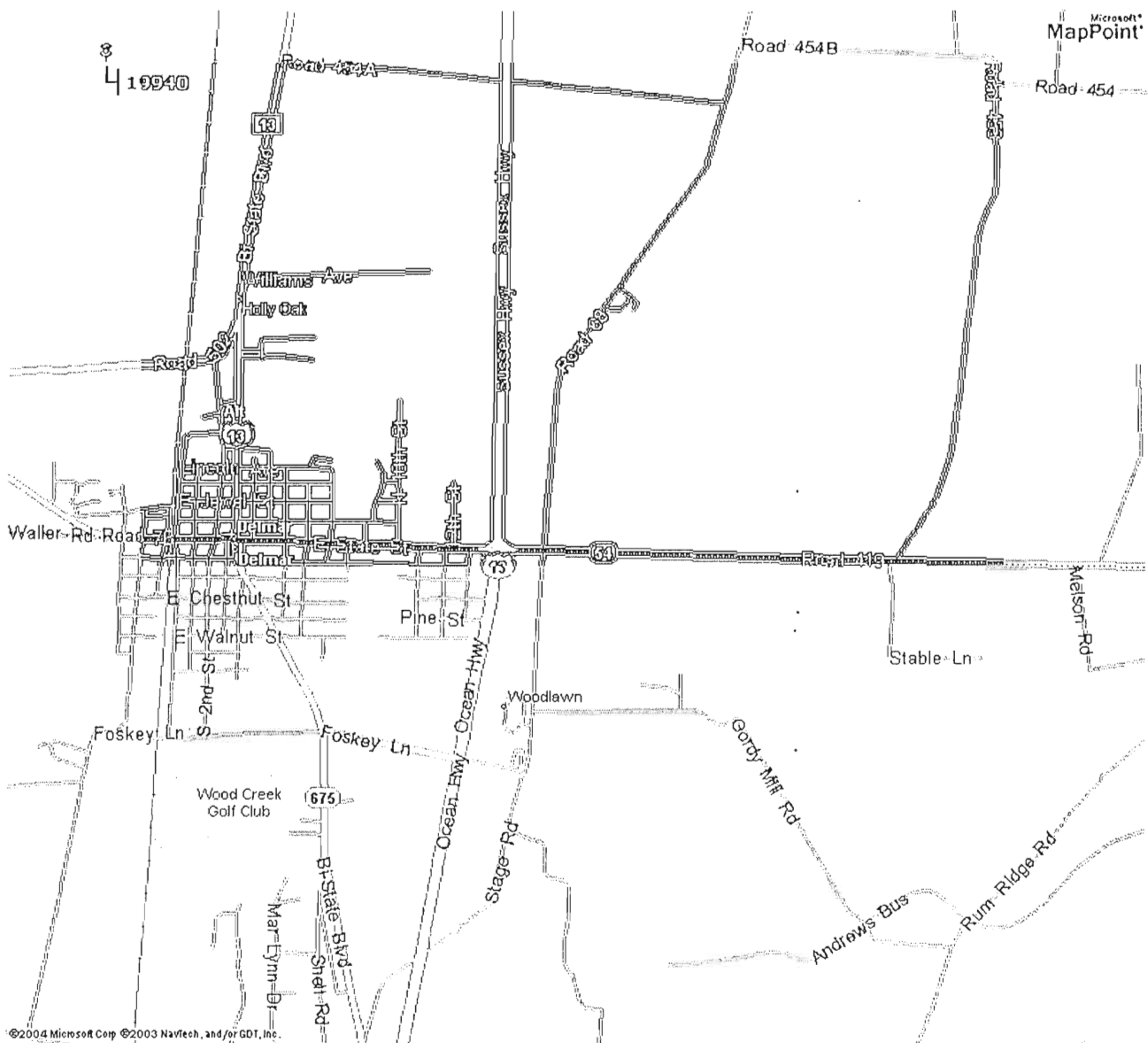
## **M. CONCLUSION**

As implementation options for the Comprehensive Plan are continually sorted-out and decided-upon, it becomes important to think ahead to administration and enforcement. Once the Plan is completed, the job of putting it into action begins. Long established development review processes and practices may clearly need to be altered.

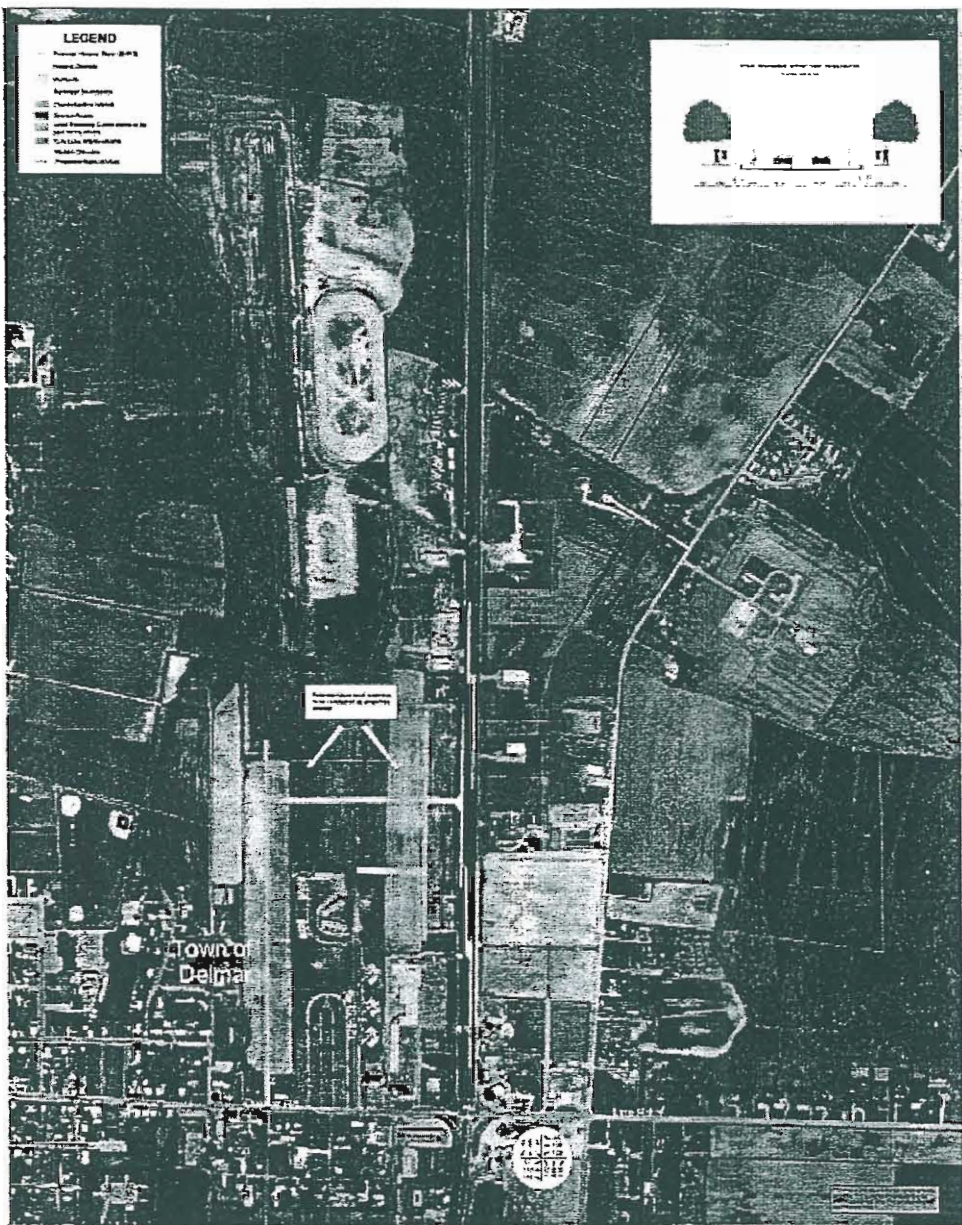
In the end, the ability of the Town to properly administer and enforce the Plan and its associated ordinances is the Plan's most accurate measure of success. No matter how good an idea sounds on paper, if the Town cannot make it work or neglects to make it work, then that idea has had little or no impact on the future well-being of Delmar. If the Plan cannot effectively be

administered and enforced, it will not have served its public purpose. The Comprehensive Plan must be administratively feasible and enforceable given the budget and staffing resources allocated by the Town to do the job. Constant attention to management and re-evaluation of administrative processes and procedures should be considered equally important to initial structuring and staffing of administrative procedures. Sound administration derives from good management, which is attentive to needs of re-evaluation and adjustment over time.





Delmar Delaware Growth Area shown in white





# Town of Delmar



March 2005

## 2005 Comprehensive Plan



Map 1 - Town Corporate Limits



DAVID, ROWEN & STROUD, INC.  
PLANNING, ARCHITECTURE & ENGINEERING  
1000 MARKET STREET, SUITE 200  
DELMAR, DELAWARE 19701





## Town of Delmar, Delaware 2005 Comprehensive Plan

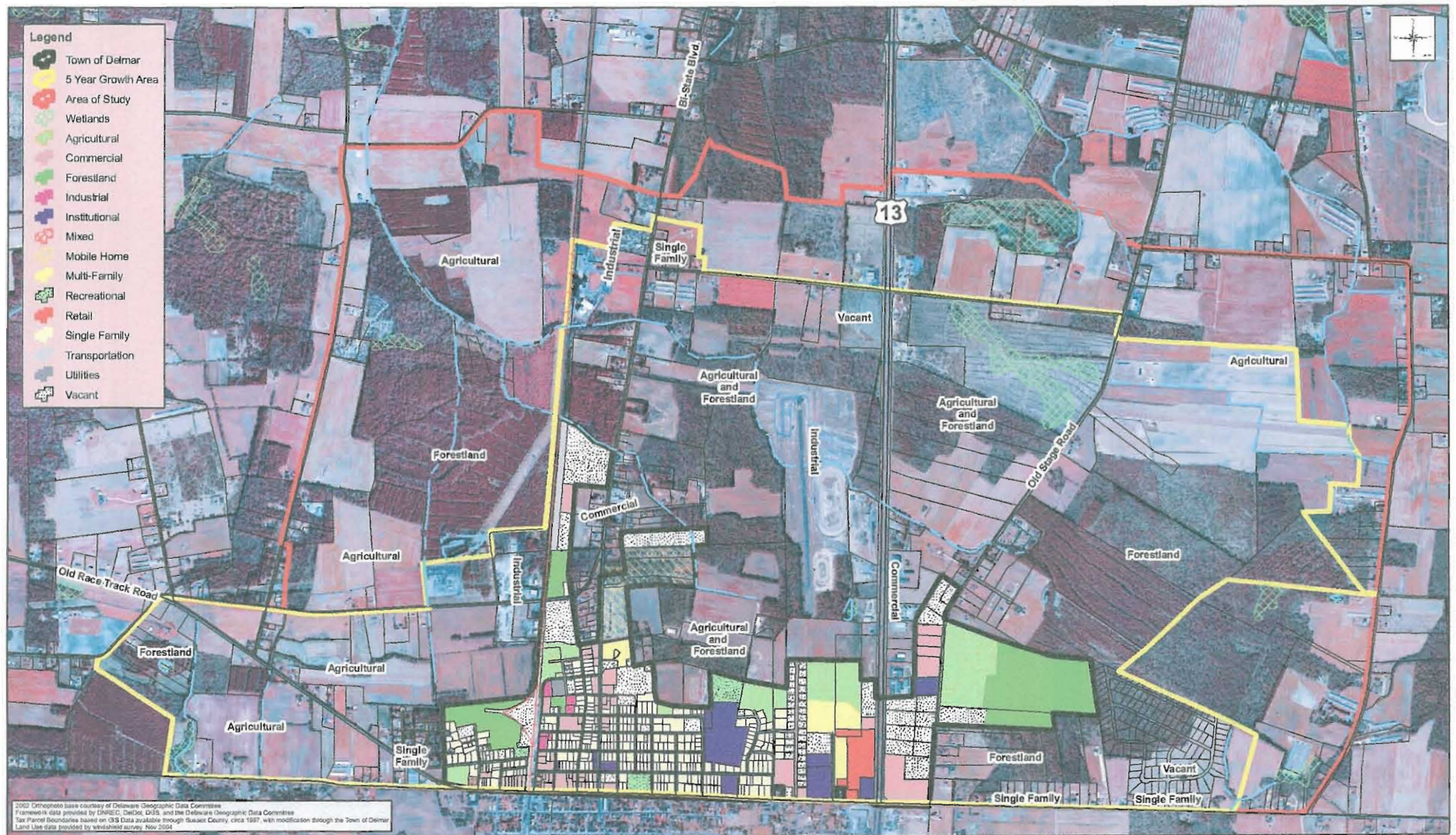
Map 2 - Street System

0 750 1,500 2,250  
Feet

THIS MAP WAS PREPARED BY THE TOWN OF DELMAR AS PART OF THE 2005 COMPREHENSIVE PLAN. IT IS NOT A LEGAL DOCUMENT AND SHOULD NOT BE USED FOR ANY PURPOSE OTHER THAN INFORMATIONAL. THE TOWN OF DELMAR ASSUMES NO LIABILITY FOR ANY ERRORS OR OMISSIONS. THE TOWN OF DELMAR IS NOT RESPONSIBLE FOR ANY DAMAGE TO PERSONS OR PROPERTY ARISING FROM THE USE OF THIS MAP.

**DAVIS HORN & FRISVOLD, INC.**  
PLANNING, ENGINEERING & DESIGN  
1000 N. MARKET STREET, SUITE 200  
DELMAR, DE 19701  
(302) 391-1111





# **Town of Delmar, Delaware 2005 Comprehensive Plan**

**Map 3 - Current Land Use**

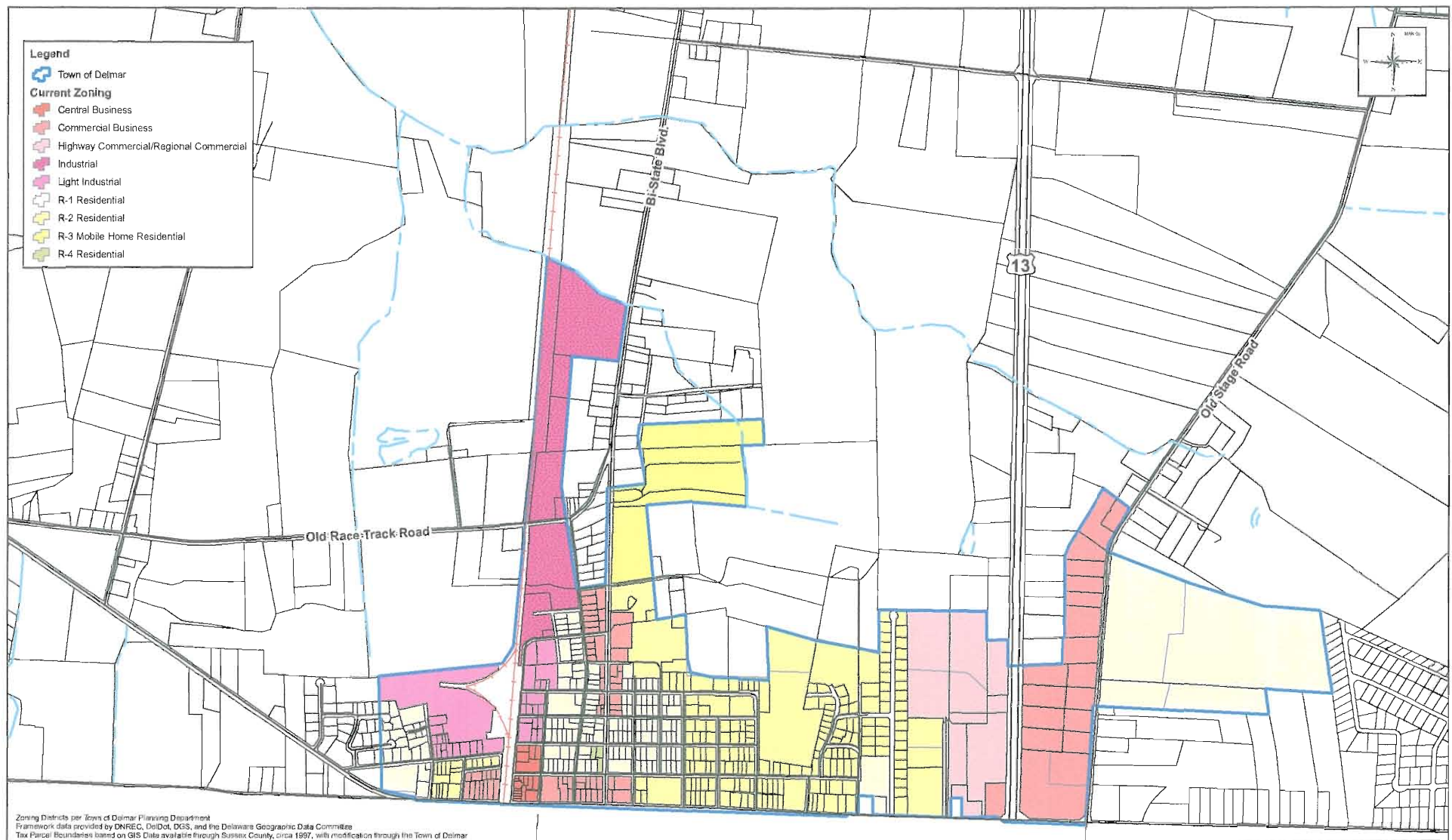


0 1,500 3,000  
Feet

This document is for informational purposes only. It is not intended to be used as a legal document. The information contained herein is for informational purposes only. It is not intended to be used as a legal document. The information contained herein is for informational purposes only. It is not intended to be used as a legal document.

**dbp** Delmar Borough Planning





**Town of Delmar, Delaware  
2005 Comprehensive Plan**

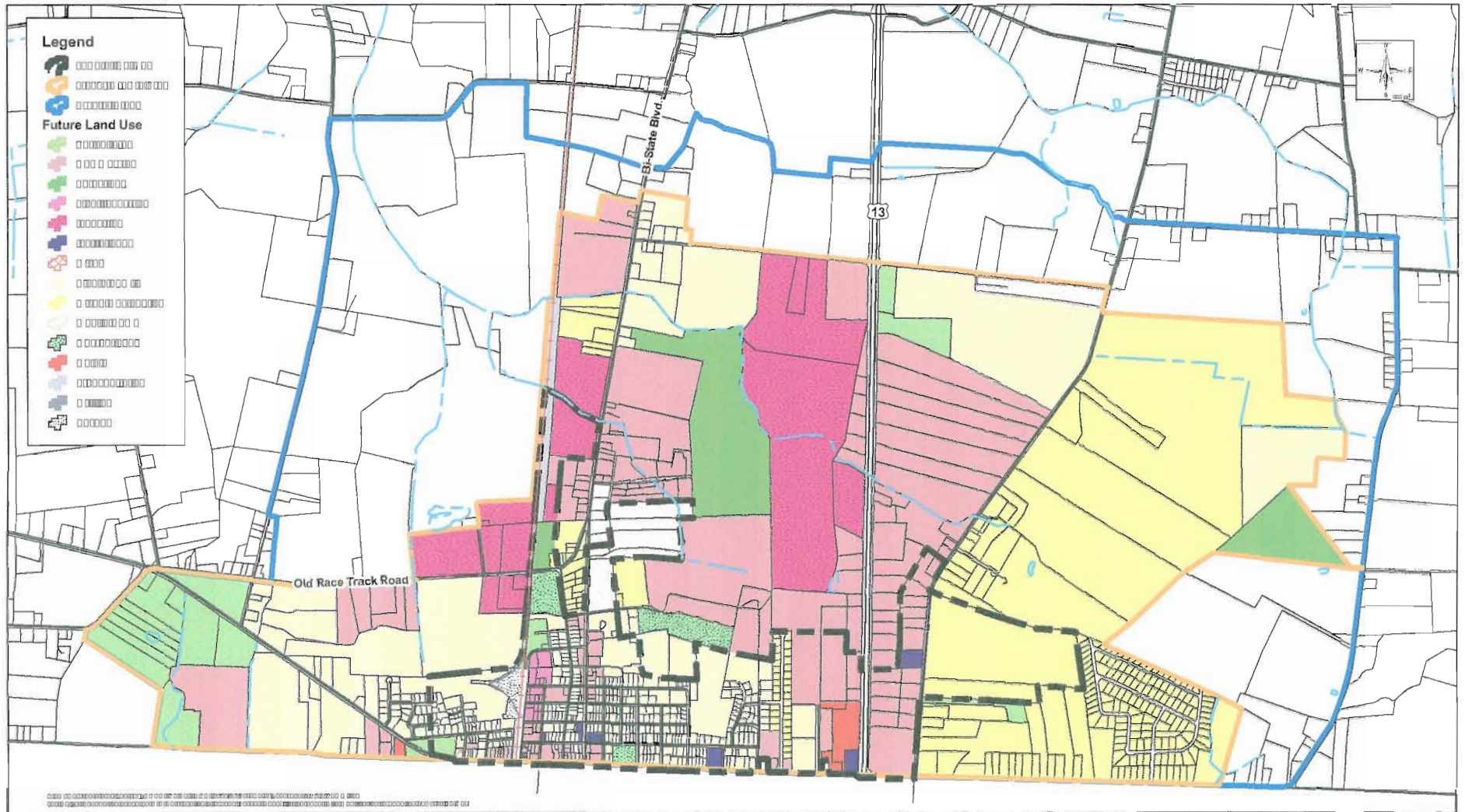
**Map 4 - Current Zoning**



0 1,000 2,000  
Feet

THIS DOCUMENT HAS BEEN PREPARED BY PART, BASED ON PUBLIC DOMAIN INFORMATION  
 FURNISHED BY OTHERS. WHILE THIS INFORMATION IS BELIEVED RELIABLE FOR CONCEPTUAL  
 PLANNING PURPOSES, DAVIS, BOWEN & FREED, INC. CANNOT VERIFY ITS ACCURACY AND  
 ASSUMES NO RESPONSIBILITY FOR ANY ERRORS OR OMISSIONS INCORPORATED INTO IT

**dbf** DAVIS, BOWEN & FREED, INC.  
 1000 N. 10th St., Suite 100  
 Tallahassee, FL 32310  
 Tel: 904.224.1111 Fax: 904.224.1112



**Town of Delmar, Delaware  
2005 Comprehensive Plan**

**Map 5 - Future Land Use**



0 1000 2000 3000

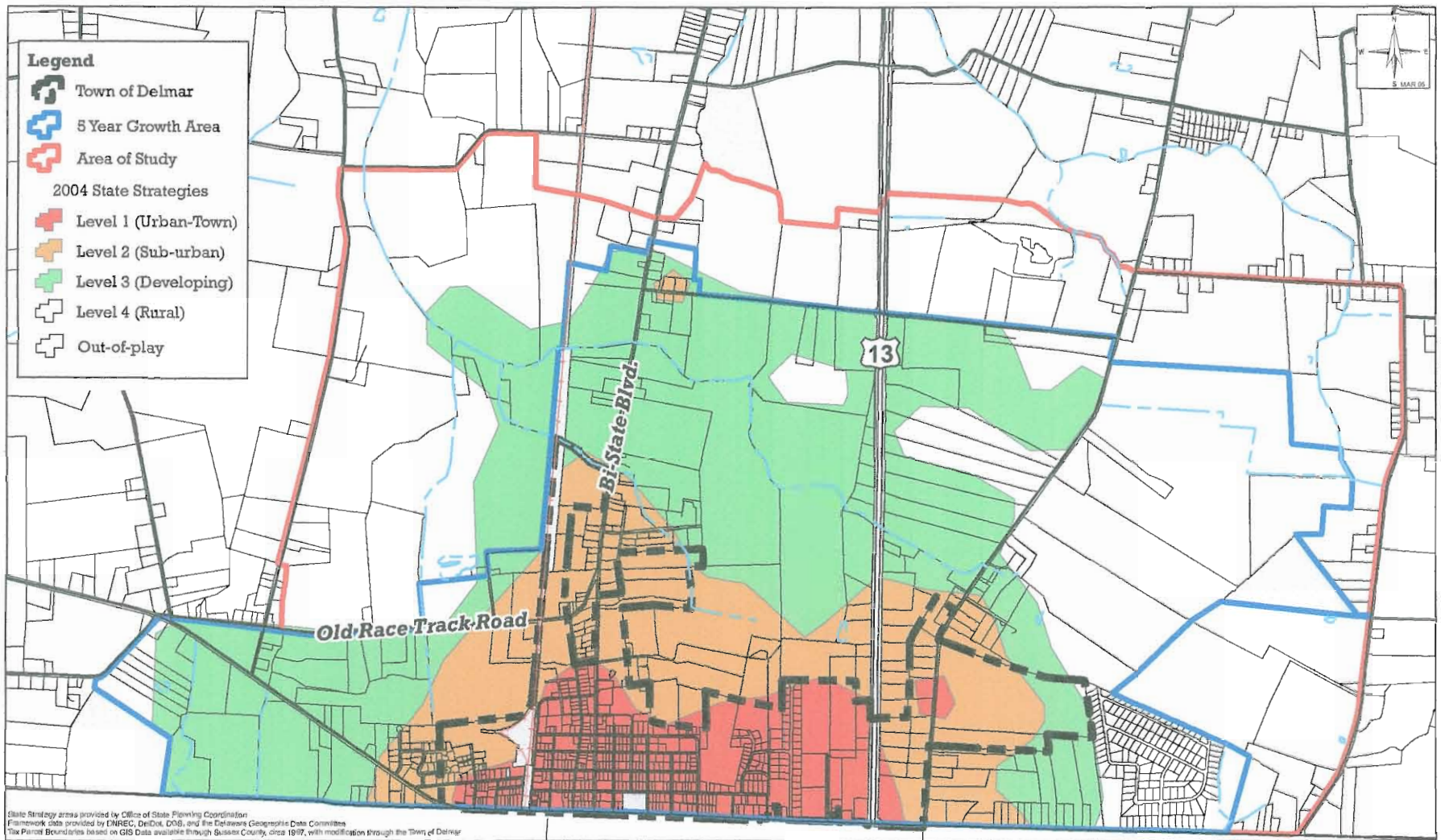
THIS LAND USE MAP IS A PRELIMINARY DRAFT. IT IS NOT A FINAL PLAN AND SHOULD NOT BE USED FOR ANY PURPOSES OTHER THAN INFORMATIONAL. IT IS SUBJECT TO CHANGE WITHOUT NOTICE. THE TOWN OF DELMAR, DELAWARE, IS NOT RESPONSIBLE FOR ANY ERRORS OR OMISSIONS IN THIS MAP.

**dbf** DATA REQUEST • PREPARED BY









0 1,500 3,000  
Feet

## Town of Delmar, Delaware 2005 Comprehensive Plan

Map 1 - State Strategies

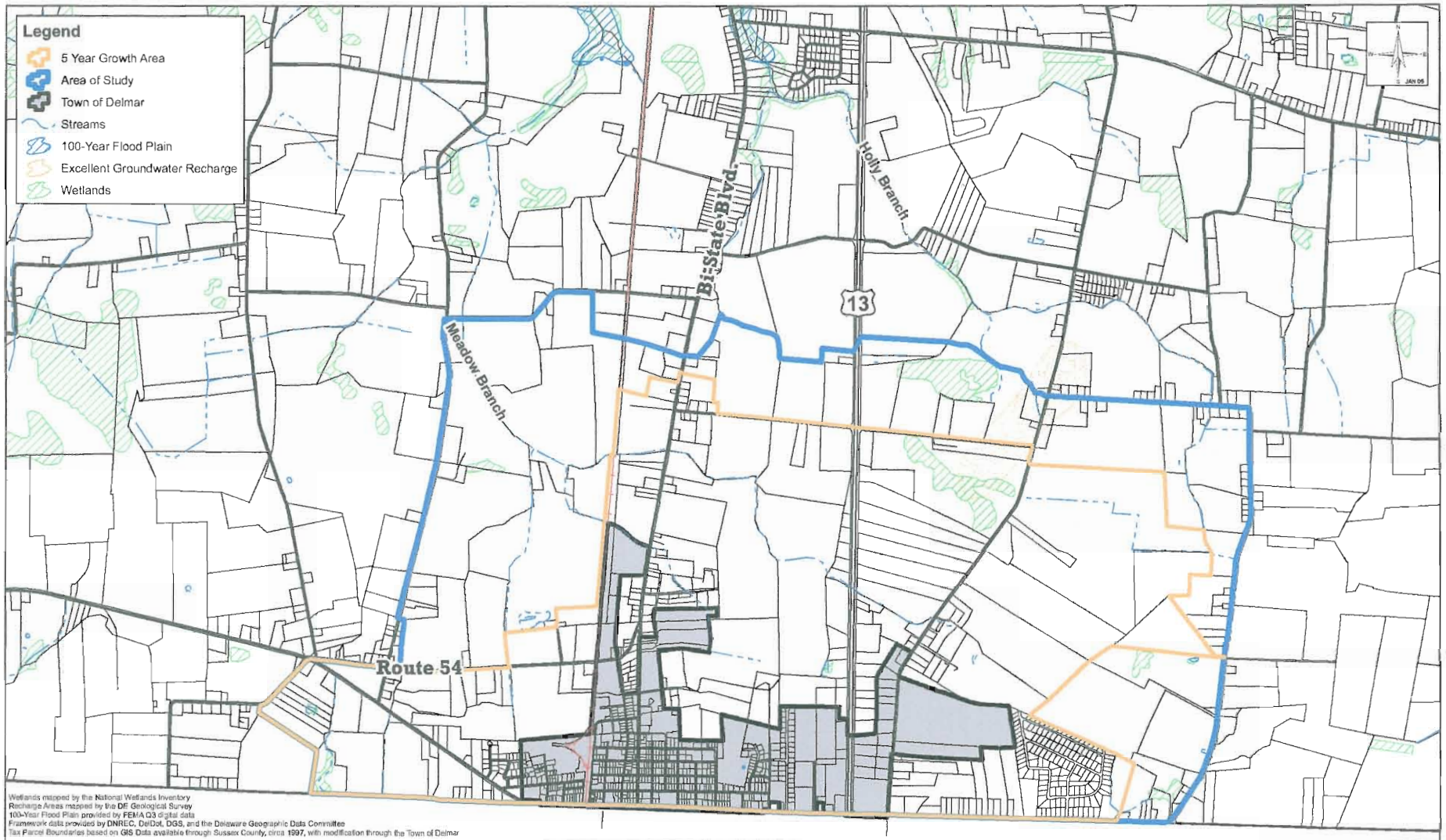
THIS DOCUMENT IS A PRELIMINARY DRAFT AND IS NOT TO BE USED FOR ANY PURPOSES WITHOUT THE WRITTEN APPROVAL OF THE TOWN OF DELMAR. IT IS THE POLICY OF THE TOWN OF DELMAR TO MAINTAIN A HIGH LEVEL OF TRANSPARENCY AND ACCOUNTABILITY IN ALL OF ITS OPERATIONS AND TO PROVIDE THE BEST POSSIBLE SERVICE TO ITS RESIDENTS AND VISITORS.

**DAVID POWELL & ASSOCIATES, LLC**  
 1000 N. MARKET STREET, SUITE 200  
 DELMAR, DE 19701  
 (302) 391-1111  
 WWW.DAVIDPOWELLANDASSOCIATES.COM









**Town of Delmar, Delaware  
2005 Comprehensive Plan.**

**Map 9 - Sensitive Areas**



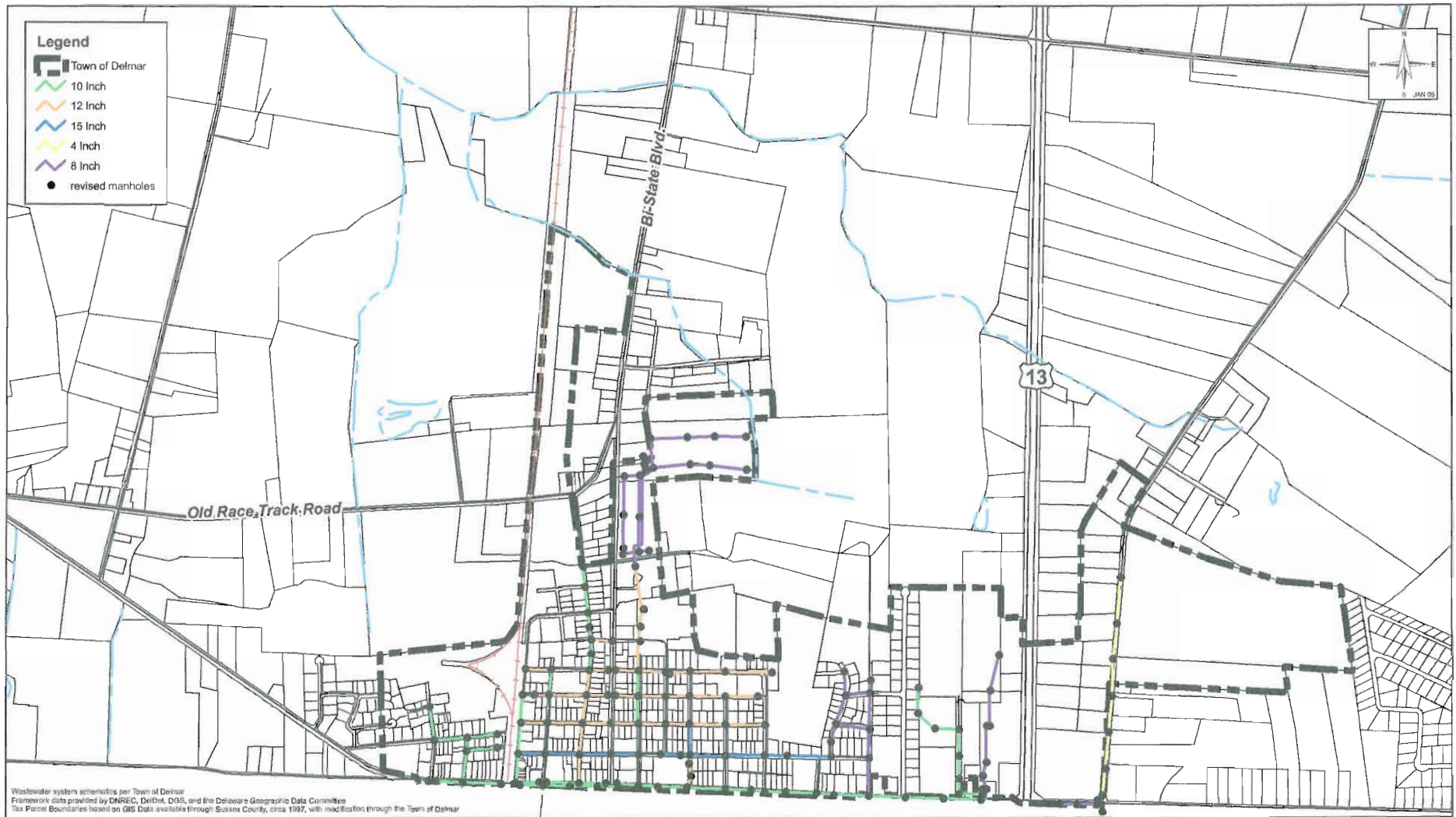
0 2,000 4,000  
Feet

THIS MAP AND ITS DATA REPRESENTED AS IS. THE TOWN OF DELMAR, DELAWARE, DOES NOT WARRANT THE ACCURACY OF THE DATA. THE TOWN OF DELMAR, DELAWARE, DOES NOT WARRANT THE ACCURACY OF THE DATA. THE TOWN OF DELMAR, DELAWARE, DOES NOT WARRANT THE ACCURACY OF THE DATA.

**dbi** DATA BY DESIGN • PHILADELPHIA, PA







# **Town of Delmar, Delaware 2005 Comprehensive Plan**

**Map 11 - Sewer System**







# **Town of Delmar, Delaware 2005 Comprehensive Plan**

## **Map 12 - Transportation US 13 Corridor Capacity Preservation Program**



0 500 1,000  
Feet

THIS MAP WAS PREPARED BY THE DELAWARE DEPARTMENT OF TRANSPORTATION (DOT) AS PART OF THE US 13 CORRIDOR CAPACITY PRESERVATION PROGRAM. THE DOT IS NOT RESPONSIBLE FOR ANY ERRORS OR OMISSIONS. THE DOT IS NOT PROVIDING ANY WARRANTY FOR THE ACCURACY OF THE INFORMATION. THE DOT IS NOT PROVIDING ANY WARRANTY FOR THE ACCURACY OF THE INFORMATION. THE DOT IS NOT PROVIDING ANY WARRANTY FOR THE ACCURACY OF THE INFORMATION.

**dbp** DESIGN • ENGINEER • ARCHITECT